DOCUMENT RESUME

ED 231 991 CE 036 424

AUTHOR Odell, Charles E., Sr.
TITLE OIS and the Employment Security System: A Needs and Resources Analysis.
INSTITUTION Research Triangle Inst., Durham, N.C.
SPONS AGENCY National Occupational Information Coordinating Committee (DOL/ETA), Washington, DC.; North Carolina State Occupational Information Coordinating Committee, Raleigh.
PUB DATE Mar 81
NOTE 72p.; For related documents, see CE 036 425-432.
PUB TYPE Reports - Evaluative/Feasibility (142)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS Data Analysis; Data Collection; Educational Planning; Employment Interviews; Employment Patterns; Employment Projections; *Employment Services; Information Dissemination; *Information Needs; *Information Systems; *Job Placement; Labor Needs; Labor Supply; Labor Utilization; Long Range Planning; Needs Assessment; *Occupational Information; Program Development; School Districts; State Programs; Statewide Planning
IDENTIFIERS *Employment Security System; Employment Service; *Occupational Information System

ABSTRACT

Since its inception in 1933, everything that the Employment Security Service has done directly and indirectly involves the gathering, analysis, and distribution of occupational information. Yet, as vital as occupational information is to the employment service, only a very small portion of the total employment security budget, perhaps 5 to 10 percent, is actually devoted to the occupational and labor market functions. To fulfill its planning, administrative, and operational obligations, the Employment Security Service needs the following: occupational information concerning the short- and long-term labor demand and supply on a labor market area level, an annual labor market area analysis of supply and demand by industry and occupation, and a workload data system for use in planning and evaluating local office and statewide performance. Examination of the totality of the Occupational Information System (OIS) and the national and state occupational coordinating committee structure reveals that the major gaps and deficiencies of the system exist at the state and local levels. To remedy this situation, legislators must provide adequate support and funding for a professionally staffed nationwide employment service system. (MN)

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OIS AND THE EMPLOYMENT SECURITY SYSTEM: A NEEDS AND RESOURCES ASSESSMENT

by

Charles E. Odell, Sr.

Prepared for

North Carolina State Occupational Information Coordinating Committee

and

National Occupational Information Coordinating Committee

U.S. DEPARTMENT OF EDUCATION
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CE036434

Research Triangle Institute
North Carolina

March 1981

ACKNOWLEDGEMENTS

This report is one of several products of the National Occupational Information Coordinating Committee (NOICC) produced under a grant for "Assistance in Occupational Information System Development and Implementation." This grant was awarded in 1979 to a consortium of the State occupational information coordinating committees (SOICCs) of North Carolina, South Carolina and Colorado.

The grant called for the accomplishment of four major tasks:

Task 1. Preparation of a national overview of the need for occupational information through a review of the literature, a summary of State needs assessment studies, interviews with Federal agency staff, and preparation of concept papers by recognized experts in the fields of vocational education, career counselling, CETA program planning, employment service operations and vocational rehabilitation. Reports from Task 1, including this report, are listed on p. iii.

Task 2. Development of an Occupational Information System (OIS) Handbook. This task has resulted in a three volume Handbook:

Volume 1. Occupational Information Development

Volume 2. Occupational Information Analysis, Presentation and Delivery

Volume 3. Technical Addendum

An OIS Handbook Executive Summary has been prepared as well.

Task 3. Development of training materials to accompany the OIS Handbook. The training materials include over 100 pieces of art work suitable for making overhead slides and a trainer's guide designed for use by Federal and State personnel to introduce audiences to the NOICC/SOICC network and the occupational information system.

Task 4. A training conference to introduce the OIS Handbook. Such a conference for States and territories in Federal regions I-5 was held January 6-9, 1981, in Raleigh, North Carolina, and for those in Regions 6-10, January 27-30, 1981, in San Antonio, Texas. Participants in the conferences included representatives of the Federal and State agencies which are members of NOICC and SOICCs, and staff of the SOICCs.

Task I was carried out by Research Triangle Institute, Research Triangle Park, North Carolina. Dr. John E.S. Lawrence and Dr. Alvin M. Cruze served as project managers and authored some of the reports. Tasks 2 and 3 were performed by Program Resources, Incorporated, of Rockville, Maryland. David S. Lipstein, PRI Vice President, served as project director; Harvey Ollis was principal investigator. Task 4 was carried out jointly by RTI and PRI.

Joyce F. Kinnison, Director of the North Carolina SOICC, and Geroge E. Probst, Director of Research for the North Carolina SOICC, served as overall managers of the grant. Carol Kososki, Director of the South Carolina SOICC, and Warren W. Wolff, Director of the Colorado SOICC, provided valuable input and served as reviewers for the project.

Dixie Sommers of the NOICC staff was responsible for monitoring and overseeing the grant, under the supervision of Richard E. Dempsey. Russell B. Flanders, Executive Director of NOICC, provided general direction.

The report, one of the products of Task I, discusses the use of occupational information in the operation of the employment service system. It was prepared by Charles E. O'Dell, New Cumberland, Pennsylvania; Mr. O'Dell was formerly the Director of the U.S. Employment Service. The opinions expressed are those of the author and do not necessarily represent policy of NOICC or its member agencies.

Reports on the Need for Occupational Information

Concepts Papers

Occupational Information System and the Employment Security System: A Need and Resources Assessment, Charles E. O'Dell, 1980.

Occupational Information and Vocational Education: A Concept Paper, Donald W. Drewes and Gary R. Bice, 1980.

The Role of an Occupational Informatin System in Career Guidance and Counselling, Edwin L. Herr, 1980.

Occupational Information Needs for CETA Prime Sponsor Policy Making, Planning, and Program Operations, Andrew M. Sum and Paul E. Harrington, 1980.

Occupational Information System and Vocational Rehabilitation: A Concept Paper, Joseph B. Moriarty, 1981.

Literature Review

Data needs and uses of the Context of an Occupational Information System: A Review of the Literature, Nancy Paulson, 1980.

State Needs Assessment

Occupational Information Needs at the State Level: An Empirical Study of Data Needs Assessment Surveys, John E.S Lawrence and John Gross, 1980.

Federal Interviews

Occupational Information Needs at the Federal Level, John E.S. Lawrence and Alvin M. Cruze, 1981.

Final Report

Occupational Information Needs in Selected Public Agencies at the State and National Levels, John E.S. Lawrence, 1981.

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TABLE OF CONTENTS

		Page
CHAPTER I	Introduction	1
CHAPTER II	General Description of E.S. Planning, Administration or Client Service Process	7
CHAPTER III	Specific Requirements For Occupational Information In Agency Planning, Administration or Client Services	23
CHAPTER IV	Gaps Or Deficiencies In Currently Available Information And Systems.	35
CHAPTER V	Recommendations For Ways In Which OIS Can Meet ES Data Needs.	43
APPENDIX	. . . . .	53

CHAPTER I
INTRODUCTION

The basic theme of this paper is that an Employment Service without current and relevant occupational information for use in all its functions would be like a lifeboat full of survivors in mid-ocean without oars. A companion thesis is that an OIS system without the Employment Service as a major provider of current and relevant occupational information would be in about the "same boat."

The purpose of the paper is, therefore, to substantiate these two underlying themes and to document, in every aspect of Employment Service operations, the importance of occupational information and occupational research. According to the report of the National Employers' Committee[1] of July, 1972, the employment service local offices in one city had a "role in 79 programs." Another employer advisory group in another city learned that there was a "state published list of 564 Federal and state acronyms and abbreviations" used to describe and identify the many and diverse existing manpower programs. In all of them, as well as in the planning, management, evaluation and economic development functions, of the employment service, occupational information is essential.

But it is most essential in the client service delivery system aspects of employment service and unemployment insurance operations. Miriam Johnson in "Counterpoint"[2] describes in some detail the critical aspects of occupational information in client service delivery. In a subsequent study of the significance of the want ads[3] in the job search, she also emphasizes how critical it is for the employment service to possess and creatively use occupational labor market information.

Perhaps the simplest way to describe the significance of occupational information in client service delivery is to present the case of John, a laid-off electronic technician from a medium size steel-making firm in southeastern Pennsylvania. John was 34 years old, married and the father of two children. Fortunately, his wife was employed and continued to work throughout the next 2½ years. He had worked as an electronic technician in charge of maintenance and repair of all electronic gear in connection with the oxygen furnaces. He applied for unemployment insurance (UI) and asked about special benefits available under the TRA.[4] It turned out that he was

eligible for both supplementary Federal UI benefits and also special vocational training. But the training offered was not very imaginative so John decided to develop his own training plan. With a little help from his family and a friendly employment counselor, he found out about a new field called biomedical technician. He searched the Occupational Outlook Handbook and several special releases on Health Occupations and found a detailed description of the occupational field. He then contacted twenty-five hospitals in his labor market area to find out how many biomedical technicians they employed; how many they thought they would need in the next year or two; and where the technicians got their training. He found that there were three colleges and one community college offering two-year courses in this occupation and one which also offered a baccalaureate degree in electrical engineering with a biomedical major. With the help of the counselor, he wrote up his own proposal and submitted it to the TRA coordinator in the local office where he reported for UI purposes. His plan was to get the associate degree (2 years) in one year, since he already had almost one year of college credits in electrical engineering, and then to try for the baccalaureate degree in another year and a half at the same school. The local TRA person told him that he was not sure whether or not the state and Federal people would authorize 2½ to 3 years of training in addition to the 18 months of unemployment insurance benefits. With the encouragement of the counselor, John took his case to the state. They congratulated him on his plan, offered him a job as an occupational analyst (which he refused) and eventually approved the plan. Last May, John completed his associate degree with highest honors. As of January 5th, he is employed as supervisor of a staff of 12 biomedical technicians who maintain and repair biomedical equipment in seven of the largest hospitals in his community. His employer has agreed to finance the remaining 16 hours of his baccalaureate degree and will substantially increase his pay when he completes the degree.

Needless to say, John is a very happy fellow. Yet very few people even know about TRA or about the training opportunities it offers. Nor do most people know how to do their own occupational information and labor market search in order to develop an acceptable and workable vocational and training plan. John was lucky. He had access to good counseling and he acted positively on the advice and guidance he received.

There are hundreds and thousands of people like John who need positive assistance including sound occupational and labor market information in order to survive and prosper in a changing world and a changing labor market. There are very few like John who can fight their way through the system to get what they want, and are entitled to, under the law. High quality counselors with access to a full range of high quality occupational and labor market information are needed in the employment service and all employment and training agencies. A sound OIS system in a sound and comprehensive employment service is a must if this is to be achieved.

In addition to describing the client service needs for occupational information, this paper presents in some depth the needs for such information in the other major functions of the employment service and unemployment insurance systems.

This paper also tries to assess the needs for occupational information at various levels and in the variety of settings in which employment services function. The author is perhaps unduly critical of the over-emphasis placed on national data systems and the preoccupation of the Federal agencies in meeting their needs without too much concern for the needs of state and local users. But the truth is that the employment service was far better equipped to gather and provide the occupational labor market information in the late 1940's and early 1950's than it is today. In the meantime the national capacity of the employment service to provide leadership in this field has also been steadily eroded away and only a skeleton staff of occupational and labor market analysts remain at the national level.

It is for these reasons that the author strongly believes that the most important single recommendation that can be made in this paper is to use the influence and clout of NOICC and the SOICCS to rebuild a strong occupational analysis and labor market information capability into an effective computer-assisted Federal state employment service system.

Finally, it should be mentioned that the author did not strictly follow the specific outline provided as a guideline; instead he chose to follow the more general outline which called for discussion under "four major topic headings":

1. Description of the planning, administrative and client service process in employment service (ES) agencies;

2. Specific requirements for occupational information in ES planning/policymaking and client services;

3. Gaps or deficiencies in currently available information; and

4. Author's recommendations for ways in which OIS can meet ES data needs.

CHAPTER I FOOTNOTES

[1]Manpower Administration, U.S. Department of Labor, Report of the National Employers' Committee for Improvement of the State Employment Services. Washington, D.C., July, 1972.

[2]Johnson, Miriam, Counterpoint. Olympus Press, Salt Lake City, Utah, 1973.

[3]Johnson, Miriam and Sugarman, Marged S. The Public Employment Service and Help Wanted Ads: A Bifocal View of the Labor Market ETA R&D Monograph No. 59. U.S. Department of Labor, Washington, D.C., June, 1978.

[4]The Taroe (Readjustment) Act of 1974.

CHAPTER II

GENERAL DESCRIPTION OF EMPLOYMENT SERVICE PLANNING, ADMINISTRATION OR CLIENT SERVICE PROCESS

The Employment Service (or Job Service as it is called under its new logo) was created as a nationwide, Federal-state network of public employment offices by the Wagner-Peyser Act of March, 1933. As it approaches its 50th Anniversary Year (1983), there is perhaps no Federal-state agency which has been subjected to more criticism for its failures to be fully responsive to needs of its clientele. And yet, the Federal agency and the Federal-state network survives and the Wagner-Peyser Act has not been significantly amended since it swept through both houses of the Congress, virtually unopposed, as one of the very first legislative achievements of Franklin D. Roosevelt's New Deal.

Much of the controversy over the Employment Service centers about its basic role and functions, and these issues are particularly crucial to any proper understanding of the agency's needs for, uses of, and capacity to produce, analyze and disseminate occupational information. The controversy centers on the meaning of the phrase in the law which says "to help men, women and juniors find jobs." There is a simplistic interpretation of this language which says "this means placement and placement is therefore the name of the game." By this interpretation, placement which is narrowly defined to include (1) the existence of a job order from an employer; (2) the selection of one or more job applicants from a so-called "active file" of job seekers; (3) the referral of one or more applicants to the employer, based on a telephone or personal interview and the issuance of a referral card; (4) evidence that the applicant(s) contacted the employer who placed the order and (5) a verification in writing or by phone that the employer decided to hire the applicant(s). This is defined as the Placement Process, and credit may be claimed for a placement only when and if all of these steps have been taken and there is evidence in writing on records in the office that all these steps were completed.

This is the prevailing view regarding the basic role and function of the Employment Service. On the occasion of the Fortieth Anniversary of the Wagner-Peyser Act, the Assistant Secretary of Labor for Manpower, William H. Kolberg stated it thus, "Higher quality and efficient placement service is

the primary and continuing goal of the employment service now and in the forseeable future."[1] He went on to pay lip service to some of the related functions which bear heavily upon Occupational Information:

> The first thing you hear when we emphasize placement is 'You don't care about any of the rest of the functions. You don't care about assessment (counseling and intake and testing) and labor market information--all those other things.'
>
> We certainly do; we care very much!
>
> *You can't make placements without the supportive services.*
>
> We are going to do that too. But somehow or other it seems to me that we must look again at how we are organized to do this job and keep our eye on the ball. And the ball is what comes out of our office--*what the statistic is--on how people have ended up in employment.*[2]

Another euphemism used to describe the role of employment service according to Kolberg is the "employment exchange" function. But when we trace the "employment exchange" concept back to its source in the Act of Parliament which created the British equivalent of the employment service, we find a markedly different definition and interpretation:[3]

> (1) The Board of Trade may establish and maintain, in such places as they think fit, labour exchanges, and may assist any labour exchanges maintained by any other authorities or persons .....
>
> (2) The Board of Trade may also, by such other means as they think fit, *collect and furnish information as to employers requiring workpeople and workpeople seeking engagement or employment.*

As can be readily seen from this statutory definition, the employment exchange function of the British employment service was not seen primarily as a placement function as Kolberg and the USES Manual defines it, but as a series of occupational information gathering and sharing functions, including a registry of job seekers, a roster of job orders from employers and a referral function by the employment exchange to try to bring job seekers and employers needing qualified workers together. Placement is really the function of the employer, deciding whether or not to hire the referred (or applying) workers and also deciding where, organizationally or physically, they will be employed within the firm.

In this context, everything the employment service does directly and indirectly involves the gathering, analysis, and distribution of occupational information and it is precisely by this process of gathering, analyzing, and distributing occupational information that we can judge the effectiveness of the service in meeting the basic objective which even Kolberg admits at the end of his rhetoric--i.e. *"how many people have ended up in employment."* Many experts on the employment service have argued for years that the measurement of employment outcomes is far different from the narrow definition of placement, the five-step process in the USES Manual.

If the employment service is primarily concerned with employment outcomes, it is professionally committed to helping individual job seekers and employers get together whether it has formalized job orders on hand or not. It shares the information it has in its files with job applicants; it encourages them to seek jobs on their own even if it doesn't have openings to refer them to; it calls employers to try to develop job opportunities for job seekers with unique qualifications or disabilities; it teaches job seeking and coping skills in order to prepare applicants for the job seeking process; it suggests sources of further information in its own reference libraries or in the occupational and career information resource centers of public and private school or college libraries; and, in some cases, perhaps for fewer than need such help, it offers employment counseling services to assist those who are not job-ready to assess their qualifications, make preliminary choices and plans, seek prevocational or vocational training and, ultimately, get and hold a suitable and satisfying job.

All of these functions depend upon access to current, comprehensive and constantly updated occupational information. Although the employment service is not necessarily the only source of such information, it is a primary source and a primary user.

There were other contrasting points of view expressed on the mission and role of the employment service at this Fortieth Anniversary Symposium. For example, another former Assistant Secretary of Labor for Manpower, Stanley Ruttenberg differed sharply with Kolberg by expressing the belief that the employment service, under the Comprehensive Employment and Training Act (CETA), "should become the comprehensive manpower agency at the State and Local level." He went on to advocate a new or amended Wagner-Peyser Act in the following specific terms:

> We ought to be thinking about how that employment service can meet the functions and demands and needs of the decades of the 1970's and 1980's; how the employment service can become the Comprehensive Manpower Agency that links itself clearly with the local community--with the other deliverers of services and related activities that make manpower a key to the community.[4]

It is obvious that under the Ruttenberg definition, as contrasted to Kolberg's, the employment service would have a vastly wide range of responsibilities for service delivery as well as for occupational information gathering, analysis, dissemination and use.

Two other former Assistant Secretaries of Labor for Manpower also expressed varying viewpoints on the mission and role of the employment service at the symposium. Arnold Weber pleaded for greater experimentation, in particular in the fields of computerization of the man-job matching functions and in the use of the data from computerized systems for planning technical and vocational education programs and in providing more adequate occupational information for use in counseling and vocational guidance in the schools and in the community.[5]

On the other hand, Malcolm Lovell tended to support the Kolberg point of view; to express skepticism about computerization and its benefits and to plead for a narrowly defined role for the employment service, centering primarily, if not exclusively, on placement.[6]

Two other major viewpoints expressed at the symposium are worthy of mention as they shed light on expert thinking with regard to the mission and role of the employment service. The theme setting paper for the entire symposium was presented by Dr. Charles Holt, Senior Research Economist of the Urban Institute of Washington, D.C. Dr. Holt and his colleagues had previously developed a series of papers dealing with the relationships of inflation and unemployment. His basic conclusion:

> Governmental efforts to reduce unemployment just by stimulating demand to increase the number of jobs will not succeed for long because the resulting inflation will force a reversal of policy. However, if this increase in jobs is accompanied by *effective manpower measures that reduce job search time and reduce labor turnover rates, then the resulting reduction in unemployment would fill the new jobs without causing inflation.*[7]

Although he admits that measures other than labor market and manpower strategies may be necessary to control inflation, Holt goes on in his paper to propose a five-point program of action to improve the effectiveness of the employment service as an active intervening force in the labor market:

> ...job matching services to speed placements and reduce turnover; Vocational counseling and employment opportunities for youth to reduce their high turnover and increase subsequent productivity; Training and job restructuring to reduce inflationary shortages of skilled workers; Geographic mobility assistance to reduce inflationary labor shortages and pockets of high employment; and lowering institutional barriers in the labor market.[8]

While Holt, in elaborating upon these recommendations identifies many other actors and partners in the implementation of his proposals in addition to the employment service, his essential thrust is to say, like Ruttenberg, that the employment service should in effect become the comprehensive manpower agency. More important, from the point of view of this presentation, are the implications of Holt's recommendations for the employment service as a developer, analyzer, interpreter, user and disseminator of occupation information.

Clearly a fully computerized man-job matching system will become the developer and disseminator of vast amounts of information about employer demand as reflected in the job bank phase of the system and of labor supply as reflected in the applicant data bank. This was the original conceptual perspective of the designers of the man-job matching system requisitioned for President Nixon by Dr. Arthur Burns, then Economic and Domestic Affairs Counselor to the President in 1969. It is regrettable that the original phased implementation plan for the total computerized manpower system projected in 1970 was never fully undertaken because of a change of in-house leadership in the Department of Labor and a series of ill-conceived evaluations by overzealous academics who pressed prematurely for outcome data from systems that were barely operational, much less properly "debugged," at the time the evaluation process was completed.

It is interesting that when this author visited Japan in 1974, he observed a similarly conceived and designed computerized system in the beginning stages of operation. The Japanese Labor Ministry used the interest income from the unemployment insurance fund to finance this system and contin-

ued to support its nationwide design and implementation over a period of five or more years with no basic questions being raised about its efficacy until it was properly designed and installed. The Japanese system, as I observed it, had many of the characteristics projected by Holt for an American counterpart. It was not only being used for man-job matching purposes in the main labor market centers but also for clearance of skilled labor from one section of the country to the other. In addition, an occupational and career information and retrieval system had been developed for purposes of vocational guidance for youth and adults. And, finally a highly decentralized job market information access system was developed so that job seekers could visit a small office in public gathering places such as railroad or subway stations, pick up the phone, or speak to an interviewer and get current information about job opportunities in their particular occupation or field of work.

To continue with the OIS implications of Holt's recommendations, it is clear that an employment service which is competent to intervene on a large scale to provide vocational guidance and counseling services to youth and adults, must have substantial occupational information capability of its own or must have ready and speedy access to some other agency's system if it is to intervene successfully in this role.

The employment service once had this capacity, as well as significant access to high school graduates and dropouts, through a massive so-called school program which served from one million to 1.5 million new entrants into the work force each year.[9] This capacity was eventually eroded away by a national policy posture which said, in effect, that priority in such services must be given to the disadvantaged and minority youth over so-called middle-class and suburban graduates and dropouts. Many school districts were turned off by this policy and refused to cooperate, preferring instead to set up their own vocational guidance and placement services, using funds made available to them under vastly expanded Federal aid from the Elementary and Secondary and Vocational Educational Acts.

To support the school program in its prime during the 1950's and early 1960's the employment service generated, at national, state and local levels, a substantial volume of occupational and labor market information. In addition to standard tools such as the Dictionary of Occupational Titles and Codes, the national office provided a series of monthly and bi-monthly Area Labor Market

statements that were widely used for vocational guidance and a variety of other purposes. In addition, an extensive series of Occupational and Job Guides were produced nationally with provisions for state and local adaptation. Industry guides and studies were also produced on many new or emergent industries of significance to the nation's economic growth and development.

Most states and many local labor market areas within states published monthly or bi-monthly area or statewide labor market letters backed up by area labor market reports that were required by the national USES from all of the major labor market areas in the nation. Many states and areas also produced their own adaptations of the national occupational and industry guides and some states, such as California, Michigan and Arizona, branched out on their own to develop an independent occupational information capability.

These capacities have gradually been eroded away by a national Labor Department policy which has tried in effect to substitute national data collection, analysis and publication of occupational and labor market information for locally developed and released information. Thus, for example, the Employment Service now gathers a great deal of information about employment and labor requirements under contract to the BLS but it is enjoined from using the information it collects for state and local planning or operational purposes. One of the grounds for the injunction is that employers will not cooperate if the information they furnish is to be locally analyzed and released.

There was a time, during and immediately following World War II, when the employment service gathered employment and employment forecast information from every major employer in each major labor market area. This included current employment and projected employment for the next two months, six months and twelve months. It also included information concerning the major occupational distribution of employment and anticipated hiring. During these halcyon days, it was possible to plan, organize and manage with employment service data, and while there was no compulsion on the employer to use the employment service, it was possible to establish and maintain sound relationships with employers if only because they were required to furnish this employment and employment forecast information.

Holt's third recommendation with regard to training and job restructuring also clearly points to the need for more adequate and comprehensive occupational and labor market information in or available to the employment service. In the early 1960's when the first glimmerings of manpower legislation appeared in the Area Redevelopment Act, a major thrust of the Department of Labor, working closely with the employment service, was the development of comprehensive area skill surveys. These surveys were thorough, comprehensive and long range in their projections. Why they were discontinued is not entirely clear. The writer is informed that one evaluation by an outside contractor, Macro Systems, Inc., determined that employer forecasts of future labor requirements were unreliable and inconsistent. It was therefore decided by the Department of Labor to seek other means of forecasting, which resulted in the emergence of the OES matrix system which is described in a later chapter and which is being gradually introduced to all states.

The same urgent need for occupational and labor market information exists if labor mobility or inter-area and inter-state clearance programs are to be effective. The job bank system was certainly intended to, and to some degree has yielded this type of information to facilitate mobility of labor. However, the job bank system will never really be effective in this regard until there are linkages that permit ongoing communication between areas and among states.

Finally, occupational and labor market information is needed to implement Holt's fifth objective which addresses itself to lowering or eliminating institutional barriers to employment for those job seekers with limited skills and training, low levels of education and literacy and/or who are the victims of many and varied forms of discrimination based on race, sex, age, religion, disability or language barriers. The employment service has been successful in some states, like Pennsylvania, in helping employers and unions to overcome institutional barriers to employment for certain disadvantaged groups. The methodology used to accomplish this, through affirmative action plans, for example, is to assist the employer or the unions in developing job-related hiring and promotional requirements through systematic job analysis and persistent questioning of nonperformance standards and requirements.

The employment service once had a substantial national, state and local occupational analysis capability staffed with competently trained professionals who were the eyes and ears of the service on the impact of technological and social and economic changes on the jobs and job requirements of American industry. This capacity has gradually been eroded away. It may have all started in 1955 when Maurice Stans, then Director of the Bureau of the Budget, questioned why it was necessary to put out a revised edition of the Dictionary of Occupational Titles and Codes. Thus, while OMB was authorizing billions for research and development for the Defense Department to compete with the changing technology of nuclear war, the same OMB continues to question why the employment service needs to maintain an occupational research capability which monitors technological changes in the labor market.

One final viewpoint on the role and function of the employment service was expressed at the Fortieth Anniversary Symposium by Dr. Juanita Kreps, economist, Vice President of Duke University and later to become Secretary of Commerce under President Carter. She examined Holt's basic paper and, with some reservations, concluded that there was merit to it. Kreps specifically alluded to a basic planning paper prepared by the national staff of the employment service in response to Holt's paper which projected the following characteristics for the employment service of the future, assuming proper levels of funding:

1. Same day response to employers' job orders by on-line access to area, state, regional and nationwide skill banks.

2. Same day response to job-ready applicants and claimants who apply for a job.

3. Maximum exposure of job-ready applicants and claimants to available job openings and *job lead information* with a minimum of professional staff intervention.

4. Substantial mobility and assistance support for those who need it to move where the jobs are.

5. Substantial computer-assisted capability to recruit out of area and out of state by sharing persistent labor shortage information among the States.

6. An outstationed capability, with linkage to Job Bank and matching systems to reach and serve those entering or reentering the work force.

7. A carefully selected and trained staff to serve employers who need technical assistance in eliminating arbitrary barriers to employment.

8. *A pervasive labor market and occupational information capability.*

9. A responsive and valid management information capability which is a byproduct of a computer-assisted manpower operation.

10. And, above all, an image in the community as *the place to go for help in finding a suitable job or locating a qualified worker.*[10]

Dr. Kreps' views again clearly underline and emphasize the need for comprehensive occupational labor market and demographic information if the employment service is to carry out this broad range of functions and responsibilities. But beyond the question of need is the question of availability and access to tremendous occupational and labor market information which is inherent in a computer-assisted employment service operation. A computerized applicant and claimant data bank in each local office or labor market area may not totally reflect the available labor supply, but with proper linkages and outreach to the schools and colleges, and to other sources of entry and reentry, the employment service could and should have the most comprehensive information available on the size and occupational characteristics of the available labor supply.

With a computerized job bank reflecting the job openings currently available in the labor market along with some access to information collected by BLS and the employment security system for employment forecasting purposes, the employment service should have a reasonably comprehensive and current fix on the demand for labor in each local office or labor market area.

From the computerized man-job matching system, reflecting the dynamics of labor market transactions, as captured in the management information feedback system of employment service operations, another form of occupational and labor market information also flows. The information is also useful in planning future operations, in budgeting and in evaluation of actual performance as contrasted to planned performance for the system.

Critics will challenge all this on the grounds that employment service activities are not reflective of the total or even a major part of the

manpower transactions occurring in each labor market area. They will also argue that the employment service deals primarily with the least qualified job seekers and the lowest paying jobs.[11] These criticisms may be valid to some degree but they do not negate the fact that the employment service is the only truly nationwide network of manpower services available in the United States and that it has, over the years, demonstrated its capability to meet the needs for both information and services that ensued from such varied crises as the great depression of the 1930's, the severe manpower shortages and disruptions of World War II, the complexities of the post-war readjustment of the late 1940's, the Korean and Vietnam Wars and the six major recessions that have occurred since the end of World War II.

It is hoped that this paper will serve to rekindle some of the enthusiasm that was imported to Washington and spread across the nation by Dr. William H. Stead of the University of Minnesota Employment Stabilization Research Institute in the 1930's. Stead and his colleagues brought to Washington the vision and the reality of a comprehensive occupational and labor market research capability for the employment service. This capability resulted in many nationally and internationally recognized operational tools including the Dictionary of Occupational Titles and Codes, now in its fifth revision (despite the views of Maurice Stans), The General Aptitude Test Battery, an extensive catalog of Oral Trade Questions and Specific Aptitude Test Batteries for selection purposes, and, perhaps, most important, the beginnings of a comprehensive occupational analysis and labor market information capability which was developed and has been maintained in most states and in most of the larger local offices.

There is a lack of adequate budget and qualified staff to carry out these functions in the currently challenging period of technological change which is occurring nationally and internationally. The OMB continues to question the need for and efficacy of these services. Yet the need was, in fact, never greater as evidenced by the interest of the Congress and the Departments of Labor and Health and Human Services in the National Occupational Information Coordinating Committee (the NOICC) and the State Occupational Information Coordinating Committees (the SOICCS).

In the simplistic formulation of Kolberg, the placement function is performed primarily by employment interviewers. To perform the placement

function, interviewers must have access to specific job order information from employers as well as general labor demand information from other sources such as monthly or bi-monthly area labor market reports, and information concerning the occupational distribution of the workforce within the employing establishments. The interviewer must also know a good deal about internal personnel and industrial relations practices within each employing establishment including the methods of recruitment, orientation, training, promotion and reassignment. Data concerning turnover in major occupational categories and departments or units within the establishment are also essential to carrying out the placement function.

Much of this information on the demand side is gathered by employer relations representatives who may or may not also be performing direct placement (selection and referral) functions. Recently the employment service has been promoting the idea of an account executive who serves a group of employers and who also coordinates or supervises the filling of orders received from these employers by a team of employment or placement interviewers. Whatever they are called, employer relations representatives are the primary gatherers of the detailed information about employment and labor demand in employing establishments. In this sense, they are the bridge or linkage from the local office to the employer community.

Employment interviewers, or the "matchers" of applicants for work and job orders for workers, must also know a great deal about the applicants and claimants who apply for work through the local office. This information is acquired through a process which begins with the applicant completing a self-application for work. If former applicants cannot complete the application (an important thing to know in subsequent efforts to refer to a job), they are given personal assistance. Applicants are then interviewed and classified for various kinds of work based on their experience, qualifications and preferences. In large offices these functions are performed by receptionists and intake interviewers. In smaller offices the employment interviewer performs these functions as well as those associated with placement as described above. In any event, the employment interviewer must not only know the needs of employers but must also know the qualifications of job applicants. Only in this way can employment interviewers fulfill the functions defined as placement, i.e., order taking, selection, prereferral interview, referral, and verification of a hire by the employer.

It should be obvious that all of this process is radically changed by computerization. The information gathering functions remain the same but the output functions can be, and have been, substantially altered. With computerized job banks it is possible to encourage applicants not only to complete their own applications for work, but to scan microfiche or other forms of viewers to find jobs which they consider suitable to which they can be referred if considered qualified by a referral interviewer.

With a computerized applicant data bank, and a man-job matching capability, it is possible to broaden the job-search process for the applicant and the applicant-search process for the employer and also to reduce the amount of time required in both these processes.

If job applicants are not job ready, or have other problems in getting or holding a job, they are, or should be, referred for employment counseling. Counselors in the employment service must have access to the full range of occupational and labor market information already identified and described as needed by employment interviewers, intake interviewers, employer relations representatives and/or account executives. Counselors must also have access to the same wide range of occupational, labor market and career information that is presumed to be essential to sound vocational guidance and career development decisionmaking by counselors in schools, colleges and community agencies. Again, it should be obvious how a computerized operation assists in gaining access to more complete and current information for both counseling and job development purposes.

Managers and supervisors also need ready access to occupational and labor market information to carry out their planning, organizing, scheduling and evaluation functions. In addition, they need information readily available about the results of computerized placement operations. Such information on outcomes is essential to the planning and/or evaluation of the day to day performance of the local office. For budgetary and operational planning purposes, local office managers are required to develop a plan of service in which they project, for the coming year, what their goals will be. The operational data which flows from the computerized placement process provides the basis for tracking actual local office performance against the projected goals. This system of planning and management by objectives, or goals, is tracked not only at the local office level but at district, state, regional

and Federal levels as well. In other words, there is within the Federal-state network of public employment offices a closed loop management system which is heavily dependent upon the occupational labor market and management information generated by the employment service operation itself.

Important decisions based on occupational and labor market information are made at every level in the organization at every moment in the day. The interviewer's decision to refer or not to refer, the counselor's decision to recommend for training or to refer to another agency, the job seeker's decision to pursue job leads based on scanning a microfiche viewer of the job bank, an employer's decision to place an order or not to place an order, a supervisor's decision as to whether or not to assign or reassign staff, a manager's decision as to achievable goals for the next year--all these depend in major part on sound, timely occupational and labor market information.

There are many more functions and responsibilities too numerous to mention here which depend on such information. At one time, in the early 1970's, the employment service system was charged with responsibilities for assisting in, or actually carrying out, more than 75 categorical manpower programs. These program roles and responsibilities all stemmed, more or less, from the central position of the employment service as the "middle-person" in the job market. And as the middle-person, the employment service has become centrally involved as a gatherer, interpreter, user and disseminator of occupational and labor market information. Yet, as vital as the information function is to the employment service and to its brother and sister agencies in the manpower, economic development and social welfare fields, only a very small portion of the total employment security budget, perhaps 5 to 10 percent, is actually devoted to the occupational and labor market information functions.

CHAPTER II FOOTNOTES

[1]ETA, U.S. Department of Labor, A Symposium Commemorating The Fortieth Anniversary Observance of the United States Employment Service, Washington, D.C. June, 1973. Excerpts from Keynote Address by William H. Kolberg, Assistant Secretary of Labor, pg. 21.

[2]Ibid. Symposium. Kolberg, pg. 22.

[3]Odell, Charles E. Placement Is Not Necessarily The Name Of The Game, An unpublished speech at the Annual Luncheon of the National Employment Counselors' Association, Chicago, Illinois, 1974. Quote is from the Labour Exchange Act, 1909, Chapter 7 1(1) and (2) 9EPW7, page 42, printed by Eyre and Spottswoode Ltd.

[4]Ibid. Symposium. Stanley H. Ruttenberg, pg. 35-37.

[5]Ibid. Symposium. Stanley R. Weber, pg. 32-34.

[6]Ibid. Symposium. Malcolm R. Lovell, Jr., pg. 38-39.

[7]Ibid. Symposium. Charles C. Holt, pg. 3.

[8]Ibid. Symposium. Holt, pg. 6.

[9]Odell, Charles E. The Contribution of the Employment Service System in the United States to Vocational Guidance. Presented at the Annual Meeting of the International Association of Vocational and Educational Guidance, Belgrade, Yugoslavia, September, 1970.

[10]Ibid. Symposium. Juanita Kreps, pg. 29.

[11]Ibid. Symposium. Robert E. Hall, pg. 10.

CHAPTER III

SPECIFIC REQUIREMENTS FOR OCCUPATIONAL INFORMATION IN AGENCY PLANNING, ADMINISTRATION OR CLIENT SERVICES

The NOICC publication, "A Framework for Developing an Occupational Information System"[1] sets forth the basic requirements in a manner which is professionally sound and technically complete. As the "middle person," or is it "person in the middle" of the job market, the employment service needs and can use all of the information described and specified in the "Framework" document. At one point, the writer was tempted to use the work sheets in the back of the publication under the title "OIS Structure, Content and Data Sources" as a checklist and then to present the work sheet with appropriate check-offs as the body of this chapter on specific requirements. The point is that all these items are necessary and desirable for employment service and employment security planning, administration and/or client services.

Having given the "Framework" document this general endorsement, the writer is reminded of an incident which occurred during one of his visits to the Utah Employment Security Agency when they had completed the installation of their man-job matching system. The ADP staff showed the writer a spread sheet that identified and interrelated more than 350 data elements that could be analyzed and correlated by computer programming to produce what the head of the agency chose to describe as "anything you ever wanted to know about our operation but were afraid to ask." The writer's response was, in effect, to offer congratulations, but then to ask: "Have you ever decided what data elements your managers say they need in order to plan, organize and manage their day to day operations?" The response was, "No, but we'll ask them and let you know." When the answer finally came, it was that out of the 350 data elements that had been programmed only 12 were regarded as critically important to local office managers and two of those had not been programmed!

Perhaps one of the really complicating factors in the development and maintenance of an effective OIS system will be the temptation to specify such an overwhelming array of data and potential sources of data that there will never be adequate resources and/or funds to provide the kind of occupational information that is really needed by the operating agencies in their planning, administration and client service delivery systems. An ever

present danger in every research and development project and in the design of any reporting system is that of asking for far more information than will ever be processed and/or used. In other words, we must resist the temptation to seek what it would be "nice to know" as contrasted to making sure we get what we really "need to know" in order to accomplish our mission(s) effectively.

From the point of view of this "Need to Know" vs "Nice to Know" perspective, the employment service needs four basic types of information to do its planning, administrative and operational job.

1. Occupational Information concerning short- and long-term labor demand on a labor market area level.

2. Occupational Information concerning short- and long-term labor supply on a labor market area level.

3. An annual labor market area analysis of supply and demand by industry and occupation for use in ES planning for budgetary and operational purposes.

4. Workload data (from the ESARS) system for use in planning and evaluation of local office and statewide performance--the level of industry and occupational breakdowns would depend upon the size and complexity of the local office operations.

Since so much of the detail of what is gathered and what is available is very well documented in "A Framework for Developing an Occupational Information System" it seems redundant and gratuitous to describe the detailed content and resources for gathering the information required under those four headings. Therefore, what follows concentrates more on the shortcomings of existing data collection methods and resources with a view toward being ultimately responsive to questions concerning "gaps and deficiencies" and "author's recommendations."

The four basic types of information the Employment Service needs to do its planning, administrative, and operational job are:

1. Information concerning short- and long-term demand for workers as reflected in job orders and job vacancies data in the shortrun and in employment projections or forecasts for time intervals into the future i.e., 2 months, 6 months, a year. This type of information is now collected only in the shortrun in the form of current job orders on job openings. The forecast type of information, as noted in chapter II, used to be regularly collected

in what was known as the ES-270 report. It was gathered on all major market firms--that is firms employing 100 or more workers and on a representative sampling of smaller firms on a monthly or bi-monthly basis by employer relations or employer service representatives. This practice was discontinued in the late 1940's or early 1950's by a ruling of the Budget Bureau (now the OMB) which stated in effect that this was a wasteful, inefficient and duplicative way of gathering information for national use. This is probably true, but the main purpose of gathering the information should have been, and was previously for local, area labor market and state use. The national use should always have been of secondary importance to the state and local use, particularly when we are talking about occupational information.

As also pointed out in chapter II, the employment service still collects much of this information, partly through the job order information gathered by employer relations representatives and partly through the ES-202 report which is quarterly information on employment and wages obtained from private employers and government entities reporting unemployment insurance and, where applicable, disability insurance. The BLS uses the ES-202 to select its samples of employers for national reporting of employment and employment trends. The state employment security agencies are used in most states to gather this information but they are also enjoined from using it for state and local planning purposes.

In a study called "Counting the Labor Force," the report of the National Commission on Employment and Unemployment Statistics, there is an interesting commentary by an ETA Regional Administrator on the administrative nightmare created by the present arrangement: "In the typical regional office, the ETA-LMI (Labor Market Information) specialists have administrative responsibility, the BLS economists have technical responsibility, and the UI specialists have funding responsibility. To complicate matters, the staff of the LMI division in the ETA national office deny any responsibility for the ES-202 report, as do the national office UI specialists and OAM (Office of Administration and Management) staff. Whenever a problem arises with a state (for example, questions about adequacy or quality of work) it frequently involves a question of funding. But the UI specialists, for obvious reasons, have little or no interest in the technical or application aspects of the ES-202. Thus, it is not surprising that my staff cannot locate anyone in the UI

National office who is familiar with or cares about the ES-202 funding problems. When administrative responsibility is separated from fiscal responsibility, problems are especially difficult to resolve."[2] The national commission's resolution to this problem is to recommend that BLS be given clear funding, technical and administrative responsibility for the ES-202. But this totally ignores the operational, planning and administrative needs of the employment service for current, timely local and state information on occupational demand from a representative group of employers, both nonagricultural and agricultural. The problem is further complicated by the fact that employment information for agricultural employers is gathered separately and in separate time-frames by the Department of Agriculture. But the ES-202 hassle is only a part of the problem since its function is to provide the broad data base from which BLS selects a sample of firms to be surveyed on a monthly basis on form BLS 790 which is shuttled by mail to and from the respondent establishment and the cooperating state agency (usually the State Employment Security Agency).[3]

The only practical solution the writer can see to this problem is to divorce completely the needs of the employment service for state and local occupational information from the needs of the Federal government for broad information on employment trends data. Since the employment service must contact a representative group of employers for job order information on a regular basis--monthly, bi-monthly or quarterly, the employment service contact persons should be trained and encouraged to gather information concerning employment, employment projections and an occupational breakdown of employment and/or projections. This type of information along with the ES-202 data collected by the State Unemployment Insurance Division (a sister agency to the Employment Service although sometimes it is hard to believe that they are part of the same system) and with the computerized or manually maintained job bank file should provide an adequate base for the presentation of current and near future projections of occupational demand.

On the occupational demand side, the implications of a computer-assisted Job Bank and/or a computer-assisted Applicant Skills Bank and the capacity to match the two for placement purposes deserves careful attention. Although the National Commission expresses some skepticism about the value and validity of job vacancy studies as reflectors of demand, there can be little

question as to their value in sharing job vacancy and skill shortage information from area to area within a state and among states on a regional and national basis. During wartime labor shortages, and in periods of recession or industry shutdowns such as occurred in the aerospace industry, for example in 1969-70, the availability of job vacancy information for engineers and scientists was invaluable in locating job leads and prospects for displaced aerospace workers.

Another lightly regarded, but highly significant resource of occupational demand information is that provided by the requirement under Executive Order that government contractors must list their job vacancies with the appropriate local offices of the state employment service. Although many employers place the orders with no intention of using the employment service to fill the jobs, and many employment service offices do not take seriously their responsibility for following up to establish the validity of the openings listed, the potential is still for a more realistic overall picture of labor demand by occupation.[4]

2. Occupational Supply--Occupational supply data required by the employment service for planning, administrative, and operational use presents similar problems to those already mentioned above in relation to occupational demand data. The Decennial Census and the Current Population Survey are broad, national indicators of great value. Breakdowns and breakouts by state are, of course, very helpful and much information from the 1970 census is available by census tract, if the user can afford to pay for it. ES agencies, particularly those which have been trying to address themselves more responsively to the needs of the urban and rural poor and disadvantaged, have sought and made widespread use of this census tract data. The problem with all of this is its timeliness and current relevance. Other more timely and potentially more useful sources of occupational supply information flow from the employment security system itself. The UI claimant file and/or the ES file of active job seekers provide a relatively current inventory of those actively seeking work through the two systems.

The problem is, of course, that these files are not necessarily reflective of the total unemployed much less the total available potential labor supply by occupation. All employed workers are not covered by unemployment insurance and, therefore, when they become unemployed they are not necessarily required

to register with the employment service to collect unemployment insurance benefits. Furthermore, some classes and categories of job seekers who are not claimants, and even a few who are eligible for UI, don't use the employment service as a source of seeking help when trying to find a new job. It is difficult to generalize about who these "disaffected" job seekers are. The situation is known to vary from locality to locality and state to state.

There is also the question as to who is available for work and who will accept work at any given point in time and under any given set of conditions. The writer remembers in World War II when arguments raged among employers and manpower authorities, as well as among the manpower authorities themselves, over how much additional labor supply was available for recruitment under what conditions. Among women with children, for example, there was always a question as to how many could be persuaded to accept unskilled and semiskilled jobs in war industries. The answer, if indeed one could call it that from an analytical point of view, always seemed to be related to a combination of factors such as--hours, wages, location of the jobs, availability of transportation, availability of child-care, availability of training, and nature of the working conditions. When this range of variables was arrayed against an estimate of the total number of women who might be attracted to work, one can see why there were interminable arguments about the existence of a labor shortage of sufficient size to justify the application of certain sanctions or incentives that were designed to alleviate the shortages.

Notwithstanding these limitations and qualifications, the employment service is probably in the best position of any local or state agency to pull together a comprehensive picture of the available occupation labor supply by age, sex, industry of attachment, educational or training achievement level, ethnic or racial background, etc. Further, with the cooperation of CETA sponsors, the vocational schools, and other training institutions, projections can be developed and maintained as to how much additional supply by occupation is in the educational or training pipeline.

The employment service used to develop and publish periodically an active file inventory arrayed by six-digit occupational code and by major labor market areas. Similar and perhaps more comprehensive information was incorporated in area and state labor market reports so that it was possible for public officials and private employers and union officials to get some

idea about the size, characteristics and composition of the unemployed and potentially available labor supply.

The Congress seems to be encouraging this kind of data collection and analysis, but in recent years, it has not provided the funding necessary to carry out its own mandate. As the National Commission on Employment and Unemployment Statistics points out (for example):[5]

> The nation's system of labor force statistics is most effective in the production of national data. Its weakness with respect to state and local data has become glaring in recent years as the use of these data has expanded beyond their customary role in area analysis and planning. Several federal aid programs enacted in the last decade--for employment and training, area development, countercyclical revenue-sharing and extension of unemployment benefits--have relied on state and local unemployment statistics for allocating federal funds among areas. The allocation formulas established in their laws require the production of monthly employment and unemployment estimates for over 6,000 political and geographic subdivisions of the United States. In many of these areas, however, little information on which accurate estimates can be based is now available. The inevitable result has been a data system of questionable reliability.... The present congressional requirements for monthly estimates with minute geographical detail have badly overburdened the statistical system. With only sparse information on which to base the estimates and insufficient resources to collect new information, the BLS and State (ES) Agencies have had to resort to patchwork estimation methods. As a result, federal aid allocations and local economic analysis are often based on extremely inaccurate statistics.

While the Commission deplores this situation, it shies away from the logical solution which is to provide ample funds and resources to ensure an adequate data and analytical base for the kind of information which Congress continues to mandate without recognizing the impossibility of its demands. Instead, the Commission recommends an expansion of the Current Population Survey to more households and some further shoring up of the so-called "handbook" method of estimating local labor supply to meet Congressional requirements.

This whole approach may cope superficially with the national problem faced by BLS and other Federal agencies in meeting the unreasonable demands

of the Congress, but it fails completely to recognize the need for locally derived and locally valid labor supply and demand (labor force) information by occupation for planning, administrative and operational use by the employment service and other partners in the employment and training enterprise at the state and local level. This failure to perceive the needs for such information for use in helping the unemployed find jobs, in helping the employer find suitable workers, in helping those who are not job ready to make good vocational choices and plans, and in helping educational and training agencies make good decisions concerning courses of training and course content, is a consistent shortcoming of all or most labor economists and manpower experts functioning at the Federal level.

They simply do not understand, and will not contemplate, the occupational and labor market information needs of the operational people in the local employment service, CETA and educational systems. This is why the work of NOICC and the SOICCS becomes so relevant and so important.

On the supply side, the long-term significance of a computer-assisted applicant skill bank should not be overlooked. Ideally, this file properly initiated and maintained would provide the employment service and the community with more complete and current information on the occupational characteristics of the labor supply of an area or a state than could possibly be made available from any source other than the decennial census and/or the Current Population Survey. An Applicant Skills Bank maintained currently with computer assistance would also provide the basis for increased mobility among the unemployed or, conversely the attraction of new industry to take advantage of the skills reflected in such a bank. During the aerospace shutdowns on the West Coast and in New England and New York in 1969-70, for instance, unemployed aerospace worker qualifications were shared across state and regional lines and substantial numbers were placed in jobs hundreds, or thousands, of miles from their immediate past places of residence and/or employment.

The writer is not familiar with the vocational education (VEDS) and Higher Education (HEGIS) reporting systems, but these are fully described in the "Framework" publication and need not be rehashed here. They do, of course, constitute important components of any comprehensive analysis of the labor supply by occupation.

3. Annual Labor Market Analysis is a responsibility of the State Employment Security Agency as part of an overall Labor Market Information

(LMI) Program responsibility. The purpose of the Annual Report which is usually prepared for the state as a whole as well as major labor market areas within the state is to provide "the whole body of knowledge relating to labor force, employment, unemployment, wage, supply and demand, occupational, industrial and economic and demographic information for the analysis of manpower problems."[6]

The reports are prepared for use by the employment service in preparing the annual budget request for Federal funds and for preparing the annual plan of service for each local office, each labor market area within the state and for the state as a whole.

According to the "Framework" document, there may be several other "LMI core products" prepared for states, SMSAS and in some cases CETA prime sponsor areas. Depending upon funding availabilities to each state the following types of core products may be prepared:

1. LMI Newsletters on a monthly basis for each state and SMSA within the state and for as many other labor market areas as staff time and money permits.
2. Annual Planning Information (API) prepared once a year for each state, SMSAS and CETA Prime Sponsor jurisdictions. Although the API is intended primarily for ES and CETA planners, it is also distributed to others including education authorities, employers and union officials. The API should provide "historical, current and outlook information on employment, unemployment, occupational trends,"[7] etc. Other optional core products which may or may not be prepared depending upon funding and staffing considerations are Occupational Labor Market Information including releases on short-term (quarterly) supply-demand analysis, wage data, OES survey data in those states involved in OES, Occupational Projections (long-term) and Job Search Information; Planning Information for Vocational Education; Directory of Labor Market Information; Affirmative Action Information; LMI on Special Worker Groups and LMI Research Releases. The essential and critical LMI product in which we are

interested as basic to ES planning and administration is the Annual Planning Information (API) which has been referred to here as the "Annual Labor Market Analysis"--the occupational detail furnished in this report is vital to ES operational planning.

4. The fourth basic requirement for ES Planning Administration and Client Service Delivery is the Operational Reporting System which is incorporated in ESARS--the Employment Security Automated Reporting System. This is a monthly computerized reporting system which tabulates and cross-tabulates what happens to applicants by way of services provided at the local employment service office level. These data are used to track local office performance month by month and cumulatively for the current fiscal year. It is therefore possible, using the ESARS monthly reports to determine how effectively the local office is meeting the goals set forth in its approved plan of service and whether in fact it is using the financial resources allocated to it in the budget and Plan of Service Review Process. It is also possible under ESARS to track performance on behalf of individual applicants and in this sense to measure outcomes in terms of placement. This kind of analysis is comparatively new and quite revealing in the evaluation of local office effectiveness. In the past, the numbers of individuals served and the extent and effectiveness of the services provided could not be measured. Only the gross number of placements, not the numbers of different individuals placed, could be ascertained from the old ES 209-212 reporting systems. This is no longer true under ESARS. Occupational detail is available from the ESARS table 36 which arrays active applicants by occupation against unfilled job openings by occupation and which in turn provides some rough indication of labor supply/demand imbalances at any given time in each of the local office files within the state.

These, then, are what the writer considers to be the basic requirements for employment service planning, administration and client service delivery (operations) evaluation. Perhaps the employment service should concentrate on the development and implementation of this basic set of requirements and stop worrying about everyone else's needs and requirements. Of course, the argument against this always is that these reporting systems are mandated by law and in some instances are financed with funds from the appropriations of

other agencies or departments. While this is undoubtedly true, there is strong evidence that the time and effort required to fulfill these mandates very often greatly exceeds the funds allocated for the service. Therefore, the funding of all those required reports needs to be carefully reexamined. This is particularly a problem with the likelihood of NOICC and the SOICCS imposing new requirements or exhorting states to take on new roles and responsibilities for which no substantial or sustained funding is likely to be available.

CHAPTER III

[1]National Occupational Information Coordinating Committee, A Framework For Developing An Occupational Information System. Washington, D.C. October, 1979.

[2]National Commission on Employment and Unemployment Statistics, Counting the Labor Force. Washington, D.C., Labor Day, 1979, pg. 269.

[3]Ibid.

[4]Baum, John F., and Ullman, Joseph C. The Impact of Mandatory Listing On The Labor Market Role of the Public Employment Service. Purdue University, W. Lafayette, Indiana, 1976.

[5]Ibid, Counting The Labor Force, pgs. 12-13.

[6]Ibid, Framework, etc., Appendix A, pg. A-23.

[7]Ibid, Pg. A-22, A-23.

CHAPTER IV
GAPS OR DEFICIENCIES IN CURRENTLY AVAILABLE INFORMATION AND SYSTEMS

As one looks at the totality of the OIS System and the NOICC and SOICCS structure, it is clear that the major gaps and deficiencies of the system exist at the level where the data are most needed and the staff and resources to gather them are least available, i.e., at the state and local level. Only the state employment security agency among the partners in the SOICCS at the state level has any significant capacity or responsibility to produce data that contribute significantly to the OIS. The bits and pieces of supply information which flow from educational institutions and training agencies constitute a very small part of the data needs to meet ES, or indeed any of the other partner's ongoing requirements for occupational information.

In this sense the tail is wagging the dog of the entire OIS system, particularly at the national level where the Employment Security System is not even represented formally or officially on the NOICC. Some of the deficiencies now perceived at the national level are addressed in "Counting the Labor Force," the report of the National Commission on Employment and Unemployment Statistics,[1] but even if all these issues are satisfactorily resolved they will contribute little or nothing to closing the gaps and deficiencies in gathering and disseminating occupational information at the state and local level. Increasing the size of the CPS samples and clarifying the authority of BLS over data collection on the ES-202, etc., may help to improve national data collection and analysis but these types of actions will not materially improve the information gathering, analysis and dissemination capabilities of the Labor Market Information staff in the employment security agencies at state and local levels.

These staffs are overworked and underpaid and, if anything, their capacities to produce required and optional labor market information, and especially occupational information, have actually been diminished at the same time that the demands for data, reports and end products have been increasing. In this sense, NOICC and the SOICCS compound rather than solve the problems of the State Employment Security Agency. The addition of one or two professional positions to create a SOICC at the state level costs a great deal when multiplied by the more than 50 jurisdictions that are entitled to such funding. But it

adds very little to the capacity of any one state to gather and disseminate the perceived needs for more and better occupational information. In this sense, the SOICCS may be diversionary rather than contributory to more and better occupation information at the state and local level.

On the other hand, if the SOICC leadership is capable of clearly defining current needs and of generating support for meeting such needs through additional contributions of funds from cooperating agencies, or from increased state and Federal appropriations or allocations of funds, then clearly the SOICC is fulfilling a constructive mission.

In this context, there are two main deficiencies in most state employment security agencies, insofar as the production of timely occupational information is concerned. The first is that there is not enough staff available in state LMI units and at area levels to give occupational information, as such, the attention it deserves and the effort it requires. The second is that there is no standardized or agreed upon format and medium established for making occupational information truly accessible and available to all potential users and, in particular, to client populations in schools, colleges, employment service offices, rehabilitation offices, etc. It is difficult to decide which of these two deficiencies is most important and/or which "comes first" in the hen and egg analogy. That is, one could argue that if we had good end products in terms of content and attractiveness and a good access system, then it should be comparatively easy to generate the funds and resources to develop, maintain and sustain the system. On the other hand, one could argue that unless and until the staff capability is there to produce the basic data and to package it attractively for distribution, there is little likelihood that the end product can be produced and sold to the "labor market intermediaries" who should be using it and paying for it.

The NOICC "Framework" document[2] suggests that the ultimate, desired format for the distribution of occupational information should be some form of computerized system. Although it does not necessarily follow that there should be close, if not inextricable linkages between the various employment security computerized systems and a computerized OIS system within each state, or among states, it would certainly help to have developed this concept and this capability. This suggests at least one direction or approach which deserves careful exploration in dealing with one or both of the gaps or

deficiencies outlined above. Instead of creating competing or duplicative computerized occupational information systems, NOICC and the SOICCS might explore the possibilities of building the OIS on the foundations of the existing or planned statewide computerized data systems of selected State Employment Security Agencies. This would make it possible to assess the strengths and weaknesses of the existing or projected system(s) and to give priority in funding and staffing to overcoming these gaps or deficiencies.

The "Framework" document produced by NOICC spells all this out in chapters V and VI which deal with "Operational Alternatives" and a "SOICC Directors' Strategies for Developing the OIS," respectively.[3] One can only say "Amen" to the basic concepts and approaches suggested in these two chapters. Ideally these are logical and seemingly manageable steps to be taken and alternatives to be explored. However, it does not follow that the ideal and the logical will turn out to be the practical and achievable approaches to getting the job done. The primary difficulties remain to be overcome--Occupational Information, however important it may seem in the abstract, is a small and unimportant part of the planning and management agenda of the employment security administrator and his/her staff. Furthermore, the entire system has been plagued with funding and staffing deficiencies for the past ten or fifteen years. Part of these difficulties derive from a cynical and jaundiced view of the Employment Security Program and particularly the Employment Service at the Office of Management and Budget. Part of it stems from the fact that the employment service really has no articulate constituency outside the Federal-state bureaucracy itself.

Thus, when an organization of this size and complexity has difficulty justifying adequate funding to carry out its basic mission, it can be readily seen that there will be even greater difficulty in promoting adequate support for a specialized function such as occupational information. The Congressional support and mandate for occupation information and for NOICC and SOICCS is therefore very surprising. But the real depth and significance of that support will be determined by how much new or earmarked money is identified and appropriated to support the proper development and implementation of an OIS program nationally, in each state and in most local labor market areas. The present situation is not unlike the one that has developed over labor force data collection and analysis for 6,000 local jurisdictions in terms of

providing criteria for the distribution of revenue sharing and other types of Federal monies--Congress mandates the data but provides no money to ensure that the data is properly and professionaly collected and analyzed.

NOICC and the SOICCS have been successful in getting specific allocations of funds to support their efforts from the Departments of Labor and Education, but the perception of many within the two departments, and in their state counterparts, is that the money siphoned off for NOICC and the SOICCS could probably be better used to staff and operate data systems that are already felt to be understaffed and underfunded. This has been a particular gripe of the employment security system at both the national and state levels where the feeling is that the workload required of the data collectors and analyzers does not diminish, rather it tends to increase, but the financial resources to produce the data are diverted to higher echelons within the Department and to special projects such as NOICC and the SOICCS. This point is made not to denigrate NOICC and the SOICCS but to emphasize and underline the fact that the efforts of NOICC and the SOICCS must quickly move to support the more adequate funding of employment security staff engaged in the gathering of occupational labor force and labor market data, or there will be an ever-widening credibility gap between the "Coordinators" and the "Operators."

This may seem like a narrowly held view of an old line bureaucrat who is resistant to change. To the contrary, it is a widely held view of a majority of employment security people, many of whom also believe that there is a conspiracy among CETA prime sponsors and the top echelon of Department of Labor leadership, to undermine and ultimately destroy the employment security, and especially, the employment service system. Furthermore, this view is as widely, or more widely, held among state and local office personnel who see themselves as the victims of the "byzantine behavior of the Federal bureaucrats" who keep loading on more reporting and data requirements, including occupational requirements, without providing sufficient staff to handle the increased loads. Whether or not their feelings are justified by the facts is unimportant. They do exist and are rather widespread at both Federal and state levels. NOICC and the SOICCS must be aware of this and must design and implement strategies to cope with them.

A comparatively new data series, with which this writer is not too familiar, which may provide some of the answers to the gaps and deficiencies that have already been described, is the OES Program and the National/State Industrial-Occupational (I/O) Matrix System. According to the "Framework" document,[4] the OES is being implemented in 45 states in a three-year cycle of reporting on major industries for about 1,900 occupations. The matrix system is then supposed to provide state and major local areas with an Industry/Occupation Matrix for a specific period of time. Apparently, Oregon, among other states, has been using OES and the matrix successfully to help industry, labor, the vocational education and employment security systems to plan their occupational needs for training, retraining, interarea recruitment, etc.

The OES and matrix system appears to have great potential for assisting employment service operators and managers to meet their needs for occupational labor market information for planning, management and client service purposes. If so, this is a major step in the right direction and perhaps provides the focal point around which the SOICCS should concentrate their efforts in developing OIS strategies with the states.

In conclusion, with regard to gaps and deficiencies, the main one is a lack of adequate personnel and resources within the employment security/employment service system to provide all the basic data that is defined as necessary and/or desirable for implementing an OIS system at the state and local level. A second one is the need to decide early on what the basic end products of the OIS are going to be and how, if at all possible, they can be developed and produced through the existing or readily available computer systems in the state. The promise and potentials of computerized man-job matching and the OES and I/O Matrix programs certainly need to be recognized in developing basic strategies to overcome these deficiencies. Finally, the underlying resentment of employment service and employment security staff toward newly mandated programs that do not provide accompanying funding to support the expected extra effort needs to be taken into account. Otherwise, the best designed strategy and tactics are doomed to failure or to very limited success. Many state and local office people have come to think of themselves in the role of either martyrs or whipping boys. They react like the community college administrator who took on every new challenge without

complaint and without adequate financing and ended up one day addressing his faculty as follows:

> "We the willing, led by the unknown, are doing the impossible for the ungrateful. We have done so much for so long with so little, we are now qualified to do anything with nothing."

CHAPTER IV FOOTNOTES

[1]Ibid, Counting The Labor Force, pg. 12-16.

[2]Ibid, Framework, pg. 61.

[3]Ibid, Framework, Chapters 5 & 6, pg. 58-70.

[4]Ibid, Framework, pg. A 28-31.

CHAPTER V

RECOMMENDATIONS FOR WAYS IN WHICH OIS CAN MEET ES DATA NEEDS

Almost every study of the employment service conducted in the past 20 years has underscored the service's needs for current and reliable occupational information.[1] A dynamic and effective OIS system and a SOICC is therefore certainly vital to the effective functioning of the employment service and the companion unemployment insurance service. The problem is, and will continue to be, under present legislative appropriations and administrative authorizations and arrangements, that the needs of the OIS and the needs of the ES are in competition with one another.

Therefore, the first and most important recommendation is that NOICC and the SOICCS come out in strong support of a more adequately funded and professionally staffed nationwide employment service system. Such a system would have some or all of the characteristics referred to in Holt's paper (and his prior presentation) at the Fortieth Anniversary Symposium on the employment service.[2] Included would be a computerized on-line man-job matching capability and a comprehensive system of labor market and occupational analysts capable of gathering, interpreting and disseminating, via computer-assisted access systems, comprehensive information about what is happening and what will be happening by way of employment and training opportunities by industry, occupation and local labor market area in each state. This is not to denigrate the roles and functions of BLS and the Census on the national scene. Nor is it to undermine the flow of data from the ES system to BLS for national purposes. It is to say, however, that no OIS system at the state and local level will be very effective by the standards and criteria set forth in the NOICC "Framework" document without the comprehensive ES system recommended by Holt and others.

Holt, Kreps and others have made a strong case for this approach. It was incorporated on a basic design for "the new employment service" in a staff document prepared at the request of the Secretary of Labor in 1972. It was reemphasized in a comprehensive report developed by USES staff under the leadership of Morris Riger in 1977.[3] The principal stumbling block to its serious consideration has been the Office of Management and Budget which seems to have developed an attitude toward the cost effectiveness and potential

cost benefits of the employment service which it really doesn't apply to any other major Federal-state agency.

It may therefore be unfair, unreasonable and impolitic to recommend that a "new kid on the block" like NOICC and the SOICCS, take on this responsibility for "redeeming the employment service." It is the author's feeling that a failure to do so ultimately spells failure for the whole NOICC-SOICCS-OIS effort. For, without a strong pervasive occupational information gathering thrust within the employment service system itself, the OIS system being projected cannot be effectively mounted or sustained.

Assuming this basic recommendation is accepted, or at least understood as a long-range goal, it is a fairly simple matter to lay out more specific recommendations as to "ways in which OIS can meet ES data needs" in certain functional areas such as those that follow.

1. Policy or Legislative Development--A major deficiency in current manpower policy planning and legislative development at both the Federal and the state level is the lack of credible detail concerning occupational shortages and surpluses at state and local levels. A full functioning OIS system would furnish such comprehensive information and would be in a position to advise and assist administrators, planners and legislators in making sound and confident decisions on matters of economic development policy, vocational and technical training policy and related manpower policies concerned with immigration, use of foreign labor, mobility within and between states, etc. Currently, the closest thing we have to planning information by occupation is the Occupational Outlook Handbook with very cautious and fuzzy forecast information, based almost entirely on past trends, so that it cannot really be taken very seriously as the basis for the long-range planning of economic and manpower policy.

It is therefore recommended that the NOICC and SOICCS seek to design, structure and develop an occupational information system that can be used effectively in policy and legislative development. To be effective, such a system should be closely tied into state and local governments with strong linkages to national data gathering and analysis sources. This suggests that some funding could and should be sought from state legislatures and even city councils. Other potential sources of funding would be the State Economic Development Council, Chamber of Commerce, Manufacturers' Association,

the large trade associations and the major trade unions. While colleges and universities are usually on the receiving end of such enterprises, when it comes to such searches for funding, their resourcefulness as fund raisers from all sources should be tapped in developing a funding base for state and local efforts in this field.

An Urban Institute Study by Chadwin, Mitchell, Hargrove and Mead called "The Employment Service, an Institutional Analysis" makes a strong case for occupationally-oriented employment service in the field of economic planning and development.[4]

2. Planning and Administration--A persistent criticism of the employment service is that it serves only a peripheral part of the job market--the vast majority of labor market transactions take place without the formal intervention of any agency. In a "free market" economy, one wonders why this phenomenon is deplored, but it is by all or most of the employment services' severest critics.[5] It is obvious that ES Planners and Administrators would be better equipped to deal with and resolve such criticism if they had more comprehensive and timely occupational labor market information available to them at the state and local level. In this respect it is recommended that NOICC and the SOICCS and the OIS concentrate on the effective implementation of the OES and the I/O Matrix System in each state and for all labor market areas. Such information would not only be of great value in economic development planning and in planning for vocational and technical education but also for planning employment service operations to bring them into a reality focus from the point of view of both formal and informal labor market transactions.

State Employment Service Plans of Service and Budgetary projections would be far more realistic and achievable if they were based on a better quality of occupational labor market information. An integral part of the budgetary system is based on the weighting of certain transactions (including placements) by occupation or occupational groupings. Such planning and budgeting would be greatly improved if the state had access to more complete and current occupational data.

A lengthy and comprehensive report by the JET Team of the U.S. Department of Labor established in compliance with a class action suit brought against the Colorado Department of Employment develops an extensive case in Part III

for comprehensive and detailed occupational information for use in employment service planning.[6]

3. Monitoring and Evaluation--The same premise obviously holds true of monitoring and evaluation of employment service operations. The entire system is managed by a so-called "closed loop system" which starts with the annual plan of service and budget followed by a comprehensive reporting system (ESARS) which tracks both individual job-seekers, as well as individual ES employees, total office, and state performance. Each local office is also tracked on a month-to-month basis against its projected plan of service and budget and this process is monitored by district or regional field supervisors or managers. A major deficiency of this entire system is the lack of specificity of information on an occupational basis. Clearly, if budget and staffing is to be partially judged on an occupational basis, then, there is a need for better occupational information for both planning (and budgetary) and monitoring (or evaluation) purposes. It is therefore recommended that the NOICC-SOICCS-OIS system give very special attention and priority to seeing to it that occupational labor market information is developed and maintained for these purposes. Since there may be special needs that derive from the budgetary weighting system, special attention should be given to determine how this approach actually works and what kinds of special data may be required in order to improve it. The Colorado JET Team study also spells out in detail how this monitoring should be done with a heavy emphasis on occupational data.[7]

4. Client Services--This section would perhaps have made more sense if we had started with client service needs for occupational information and recommendations as to how OIS can best meet these needs. Every major study and report on the employment service since Sheppard and Belitzky (1966)[8] has pointed up the need for encouraging employment service applicants to take more initiative on their own in their job search. This point of view is somewhat in conflict with an earlier, more bureaucratic notion within the employment service that says, in effect, "we want to do it all for everybody because otherwise we can't claim credit for it." This "pursuit of the numbers" in order to justify staff and budget has been a preoccupation of many ES operations at all levels. Sadly, under Kolberg, the system tended to revert to this line of thinking.

In the view of some, perhaps a minority, among whom the author includes himself, this is a self-defeating approach to employment service operational success. The reasons are obvious: (1) Neither workers nor employers are required to use the employment service as their exclusive job seeking or applicant finding source; (2) In a "free market," job seekers should be encouraged to take the initiative in job seeking; (3) The employment service probably cannot (and should not) "monopolize" the market; therefore its role should be to provide job seekers and employers with the widest and best possible range of job leads and occupational trend information so that both parties can make wise choices, plans and decisions.

If this is to be the "client service" orientation of the employment service, then clearly it needs the widest possible range and depth of occupational information and it needs to provide all parties to labor market transactions, including job seekers, employers, training agencies and the general public, with easy and ready access to such information.

In the local office this has been interpreted to require the development of a so-called Job Information Service (JIS) which includes not only access to all job orders displayed on microfiche or on computer printouts, but also comprehensive resource files of other job information that is available to the local office even though it is not necessarily in the form of a current job order. In addition, the JIS is supposed to provide a library-type access system to all available and appropriate career and occupational information.

Placement interviewers, counselors and employer service representatives also gather and provide substantial amounts of occupational information. It has often been said that ES personnel have more occupational information in their heads than ever gets recorded on paper. This is probably true and a sound OIS would find ways to tap this information and validate it for operational use. To this end, it is recommended that the SOICCS make a special effort to broaden the participative base of their efforts to include operating ES personnel who have become occupational experts by virtue of their knowledge and experience on the job.

Occupational information is even more vital to the operation of the three other phases or levels of service that have emerged from this line of thinking about employment service operations--the IDS, or Individual Develop-

ment Service, the ESR, or the Employer Services Representative activities and the order-taking, selection and referral and verification processes which are handled by so-called Applicant Services Representatives (ASR). A detailed description with flow charts of this entire local office delivery is contained in the Colorado JET Team Report, Phase III, Volume I.[11] Copies of a few selected flow charts from the JET Report are included as Appendix A to this report. The points in flow systems where occupational information is considered vital have been shaded. The original conceptual design for this system was presented by the author in a paper presented to the annual convention of the International Association of Personnel in Employment Security (IAPES) in Columbus, Ohio in 1968.[12] It was later implemented, under the author's general direction as COMO, the ES, and as a comprehensive manpower agency.[13] Cassel[14] and Ruttenberg and Gutchess[15] also commented in depth on the need for this kind of open system of client service delivery with a heavy emphasis on client access to detailed occupational information including computer-processed job openings information.

Finally, the employment counselors who work primarily with the hard to employ, in both the employment service and CETA, as well as in the public schools and Vocational Technical Institutions, need in-depth occupational information on all aspects described in the "Framework" document.

The counselors' functions have been previously described to include assisting the applicant to assess his/her qualifications, interests and abilities, to make tentative career or occupational choices, to develop plans to prepare for and find employment in the chosen field and to assist the applicant in follow-through on the plan to some successful and satisfying conclusion. It is obvious that in all these operations, occupational information of the widest and fullest range will be required for effective functioning. Some applicants will require the services of other agencies--training institutions, rehabilitation services, mental health, social welfare and health services, etc. It is the counselors' responsibility to see to it that applicants who need such services know about them, that referrals are made and that there is follow-through to see to it that the services required are accepted by the applicant and provided by the agency. An often overlooked part of the information required by ES personnel is the information concerning community agency resources. While it cannot be properly described as occupa-

tional information, it is vital to the proper performance of many important employment service functions.

Another occupational information aspect of employment service operations is the need for special occupational information for special occupational groups. Young workers, older workers, women workers, minority groups, the physically handicapped, migrant workers, veterans, the mentally retarded, Spanish speaking workers--these groups all have special needs for occupational information which require special data gathering, analysis and interpretation, and innovative systems of information dissemination.

For example, by court order of the Federal District Court of D.C., the employment service is now required to produce job orders and application cards in Spanish for migrant workers. Earlier, the employment service developed occupational and job guides for specific disabilities. Under contract with the National Council on the Aging and the state of Maine, a new system of physical capacity and physical demands analysis was created to improve the job finding and job placement prospects of middle-aged and older workers as well as the physically impaired. Special job guides for young workers have been annually prepared by the USES and by many state agencies. The Women's Bureau of the Department of Labor has prepared special occupational literature for girls and women for many years. Some private and voluntary agencies and organizations have even developed reserved or special lists of jobs suitable for special groups of workers, particularly the elderly and/or the physically handicapped or the retarded. The danger in this approach is that it tends to stigmatize and segregate even further groups for whom we need to be encouraging mainstream participation.

If none of the rest of these recommendations are feasible or implementable, one last one certainly is, and that is that the specialized needs of employment counselors in the employment service and in sister agencies be given careful, thorough attention by NOICC and the SOICCS to ensure at the very least that they are properly equipped to do their jobs from an occupational information standpoint. An important new tool which will contribute substantially to the achievement of this final recommendation is the "Guide for Occupational Exploration," published by the Department of Labor in 1979.[16] This publication, which is the long-awaited revision of the old Part IV of the Dictionary of Occupational Titles, incorporates almost 50 years of occupational, psychological,

and labor market analysis into a classification and grouping system which is designed to assist the inexperienced and the hard to employ in finding suitable occupational goals and in making realistic vocational plans. It is interesting that at least one of the experimental matching systems, the one developed in Wisconsin, also follows this approach. It is also interesting that a similar system has been adopted by the U.S. Army for describing and relating its jobs for counseling and recruitment purposes.[17]

Hopefully NOICC and the SOICCS will review their thinking thus far on the framework for occupational classification, grouping and presentation of occupational information based on the new "Guide for Occupational Exploration."

CHAPTER V FOOTNOTES

[1]Ibid, Symposium, See Summary of Discussion Group III on Improving the Quality and the Dissemination of Labor Market and Occupational Information for Workers, Employers, ES Operations and Manpower Planning pg. 61-71.

[2]Ibid, Symposium, See Appendix B, Manpower Programs To Reduce Inflation and Unemployment: Manpower Lyrics For Macro Music by Charles C. Holt and Others, The Urban Institute Paper 350-28, Washington, D.C., December, 1971, pg. 132-141.

[3]U.S.E.S., E.T.A., U.S. Department of Labor, The Role of Employment Service Functions in a Coordinated Manpower System: A Report On ES Administration and Financing. Morris Riger, Project Director, and Others. Washington, D.C., May, 1977.

[4]Urban Institute, The Employment Service: An Institutional Analysis by Mark C. Chadwin, John J. Mitchell, Erwin C. Hargrove and Lawrence M. Mead, Washington, D.C., February, 1977.

[5]Bolles, Richard N., What Color is Your Parachute? A Practical Manual for Job-Hunters and Career Changers, Ten Speed Press, Berkeley, California, 1977.

[6]Manpower Administration, U.S. Department of Labor, Joint Evaluation Team, Recommendations for Corrective Action For The Colorado Division of Employment, Part III, Volume 3, Denver, Colorado, March, 1974.

[7]Ibid, Colorado JET Team, Part III, Volume 2.

[8]Sheppard, Harold, and Belitsky, A. Harvey, The Job Hunt: Job Seeking Behavior of Unemployed Workers In A Local Economy, Johns Hopkins Press, 1966.

[9]As Described in A Proposal For A Commonwealth Occupational Information Service Submitted To The U.S. Department of Labor by the Special Assistant For Manpower Planning, Governor's Office, Harrisburg, Pennsylvania, January, 1975, pg. 9-10.

[10]Ibid, pg. 13-25.

[11]Ibid, Colorado JET Team, Part III, Volume 1.

[12]Odell, Charles E., The Future Challenge of State and Federal Employment Service, A Paper Presented at the 56th Annual Convention of International Association of Personnel in Employment Security, Columbus, Ohio, June 1969.

[13]Montross, Harold K., and Odell, Charles E., The Employment Service As A Comprehensive Manpower Agency, A Joint Memorandum To Robert J. Brown, Director, U.S. Training and Employment Service, Manpower Administration, U.S. Department of Labor, June 25, 1969.

[14]Cassell, Frank H., The Public Employment Service: Organization In Change, Academic Publications, Ann Arbor, Michigan, 1968.

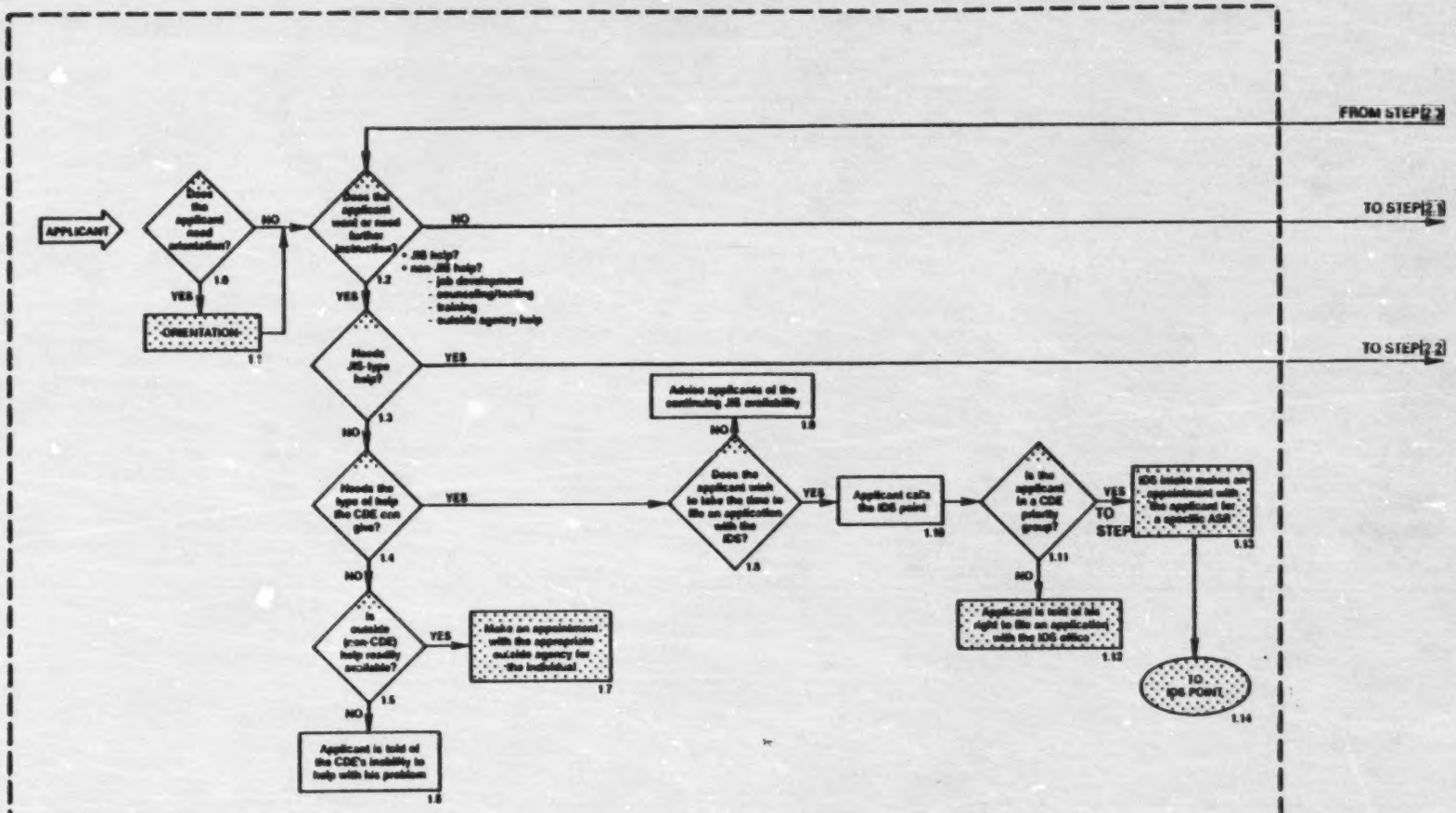
[15]Ruttenberg, Stanley H., and Gutchess, Jocelyn, The Federal-State Employment Service: A Critique, Johns Hopkins Press, Baltimore, Maryland, 1970.

[16]E.T.A., U.S. Department of Labor, Guide for Occupational Exploration, Washington, D.C., 1979.

[17]Department of Defense, The U.S. Army Career and Educational Guide--Counselor Edition, Washington, D.C., 1975.

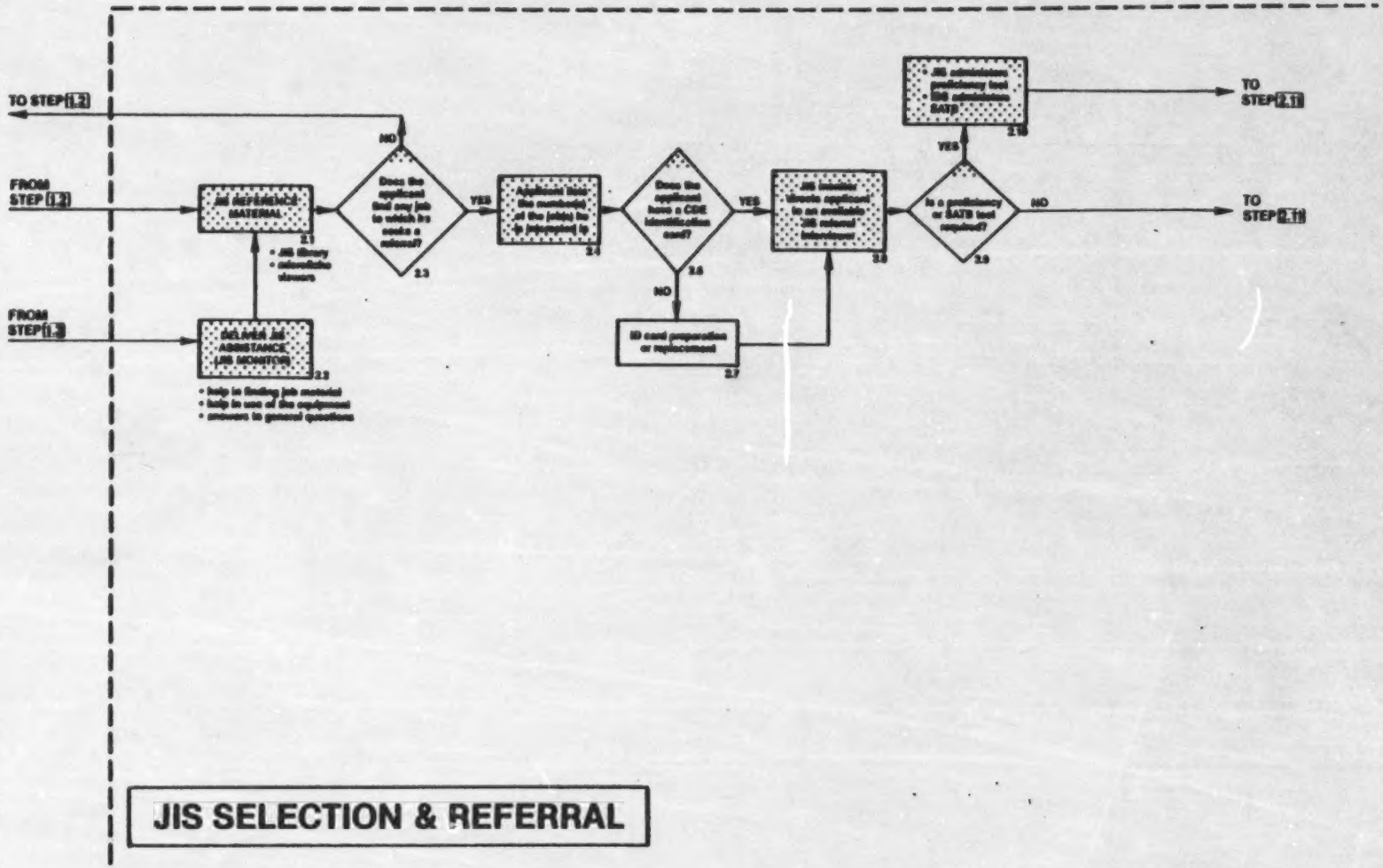
Appendix

I. JOB INFORMATION SERVICE (JIS)

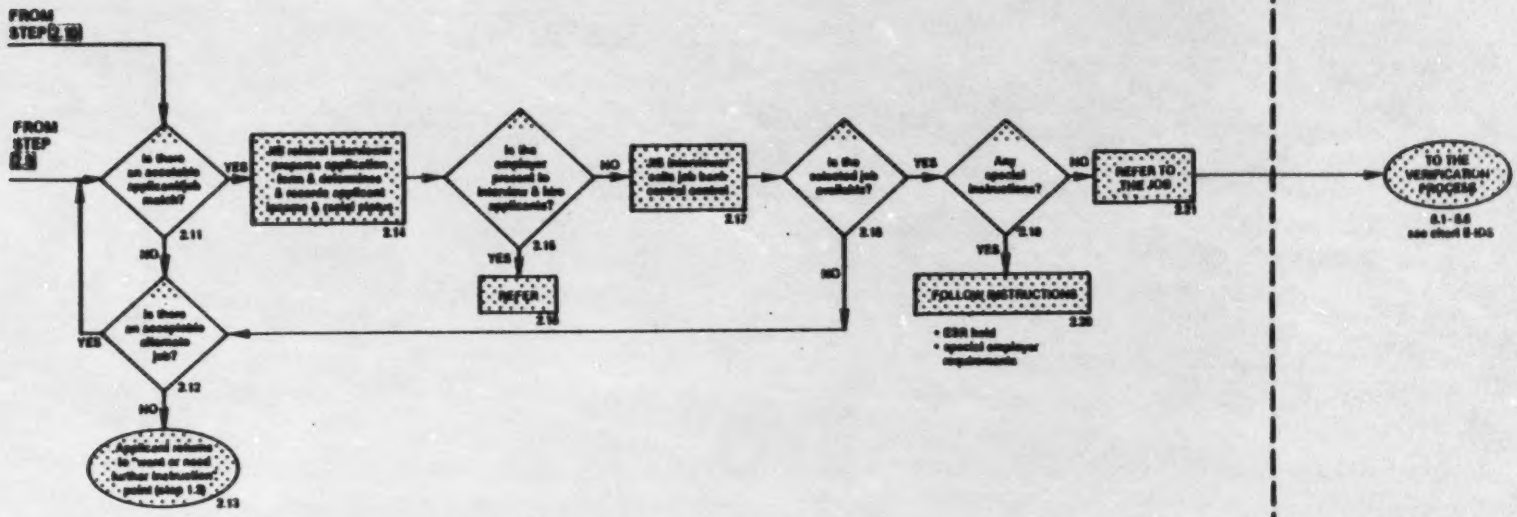


INTAKE

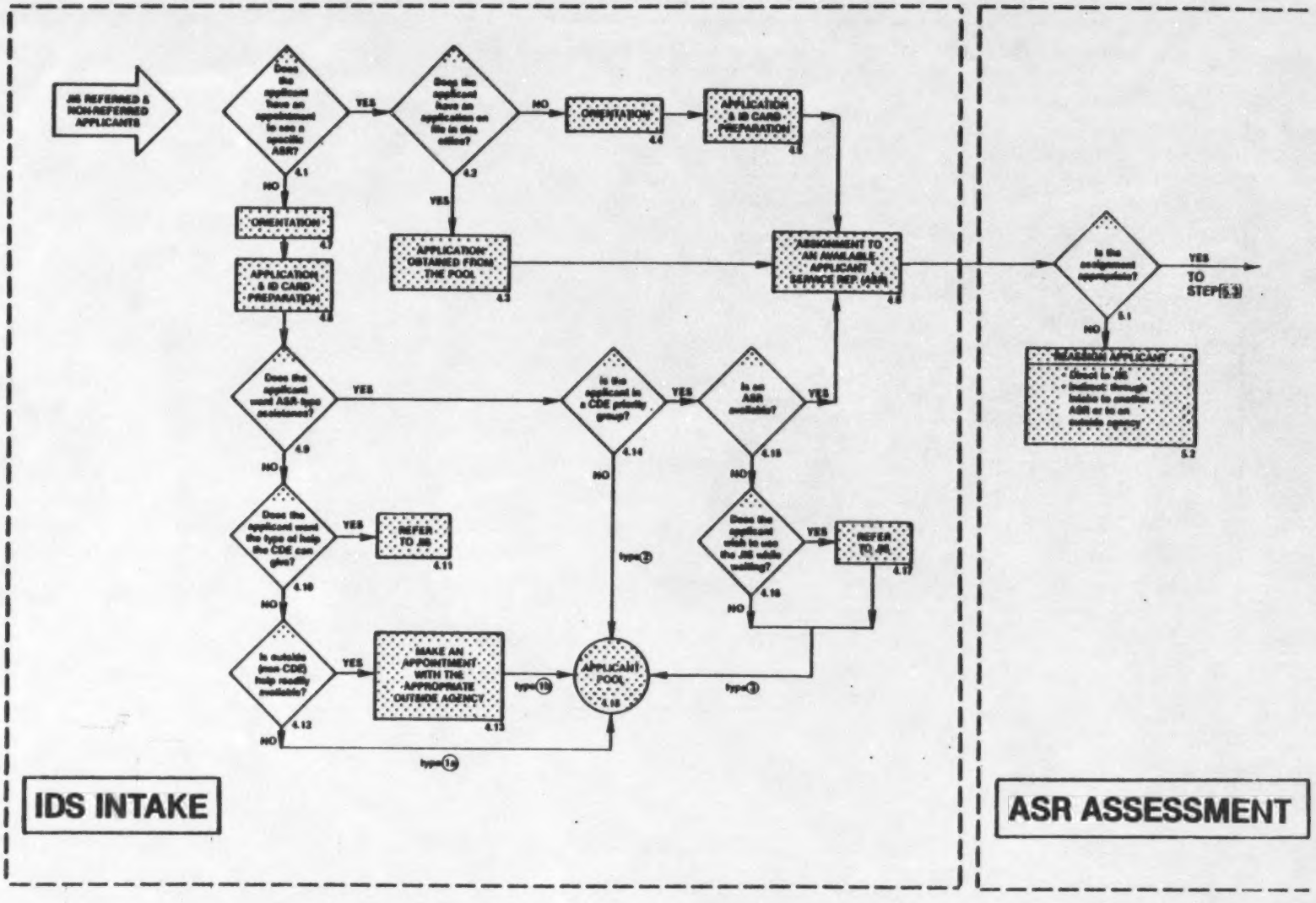
Intake / reception / orientation

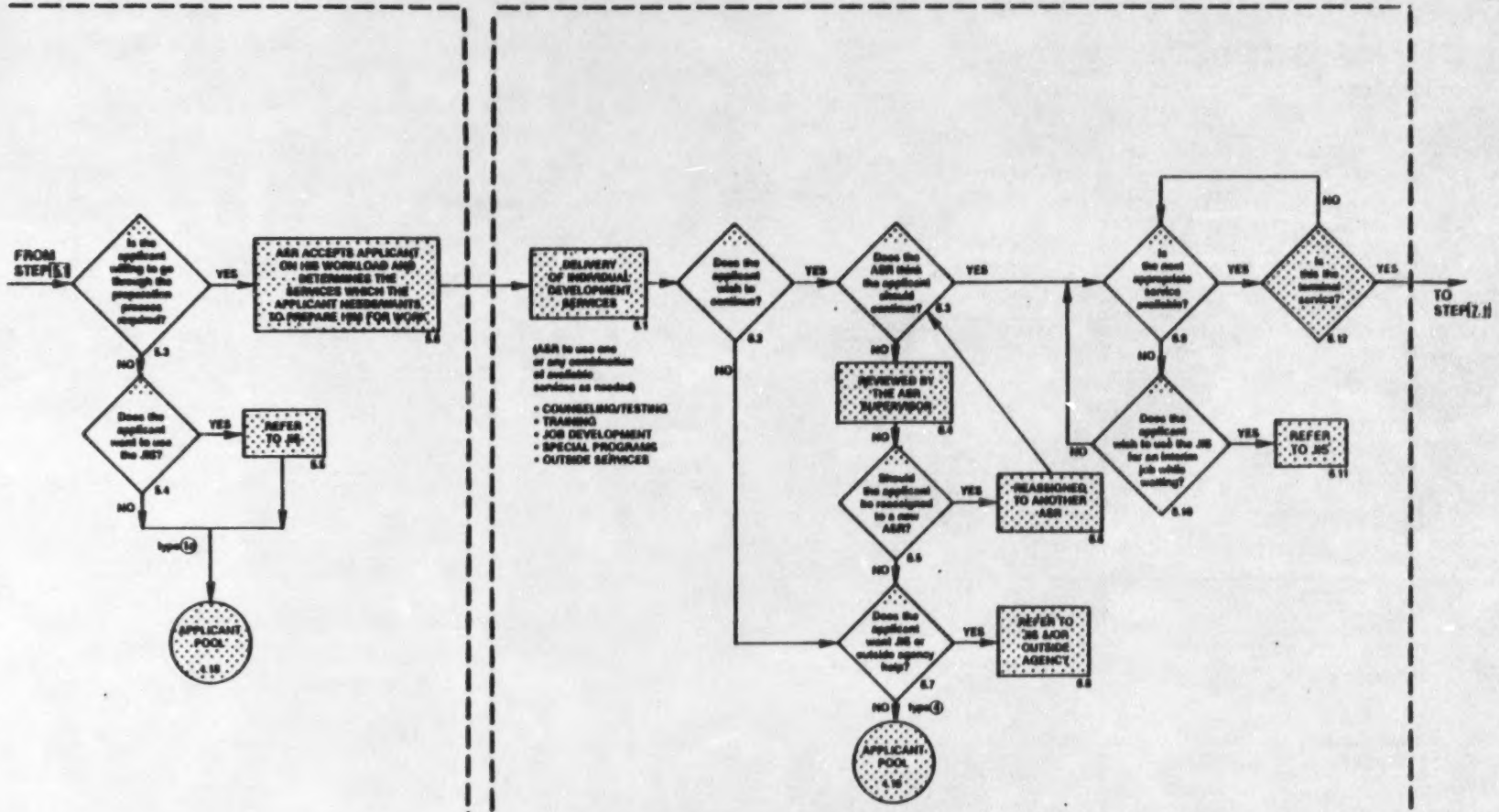


JIS SELECTION & REFERRAL

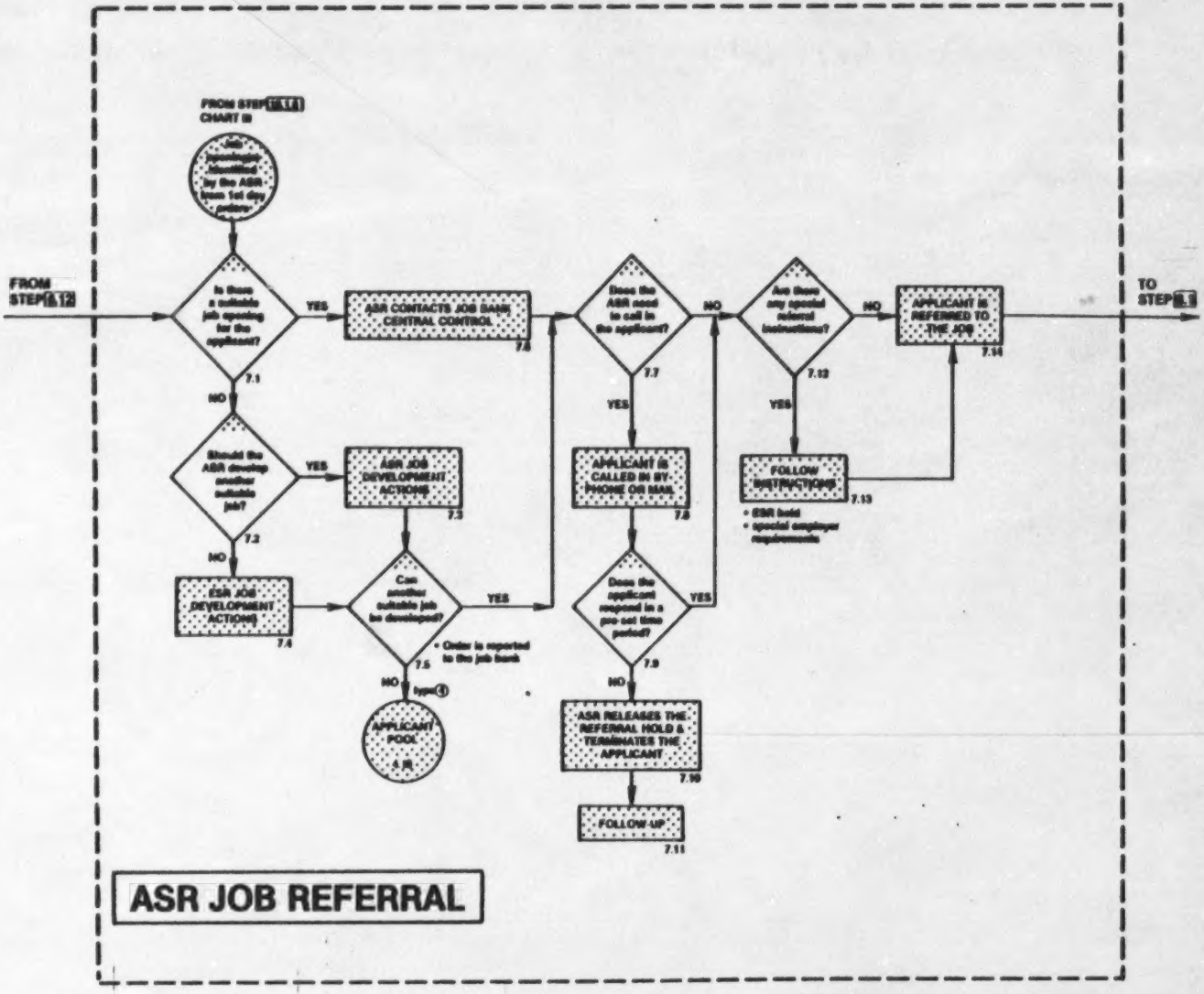

FROM STEP
FROM STEP
YES
2.11
NO
2.14
NO
2.16
YES
2.17
2.18
YES
2.19
NO
2.21
TO THE VERIFICATION PROCESS
YES
2.12
NO
2.13
2.15
YES
2.20
• CSR hold
• special employer requirements

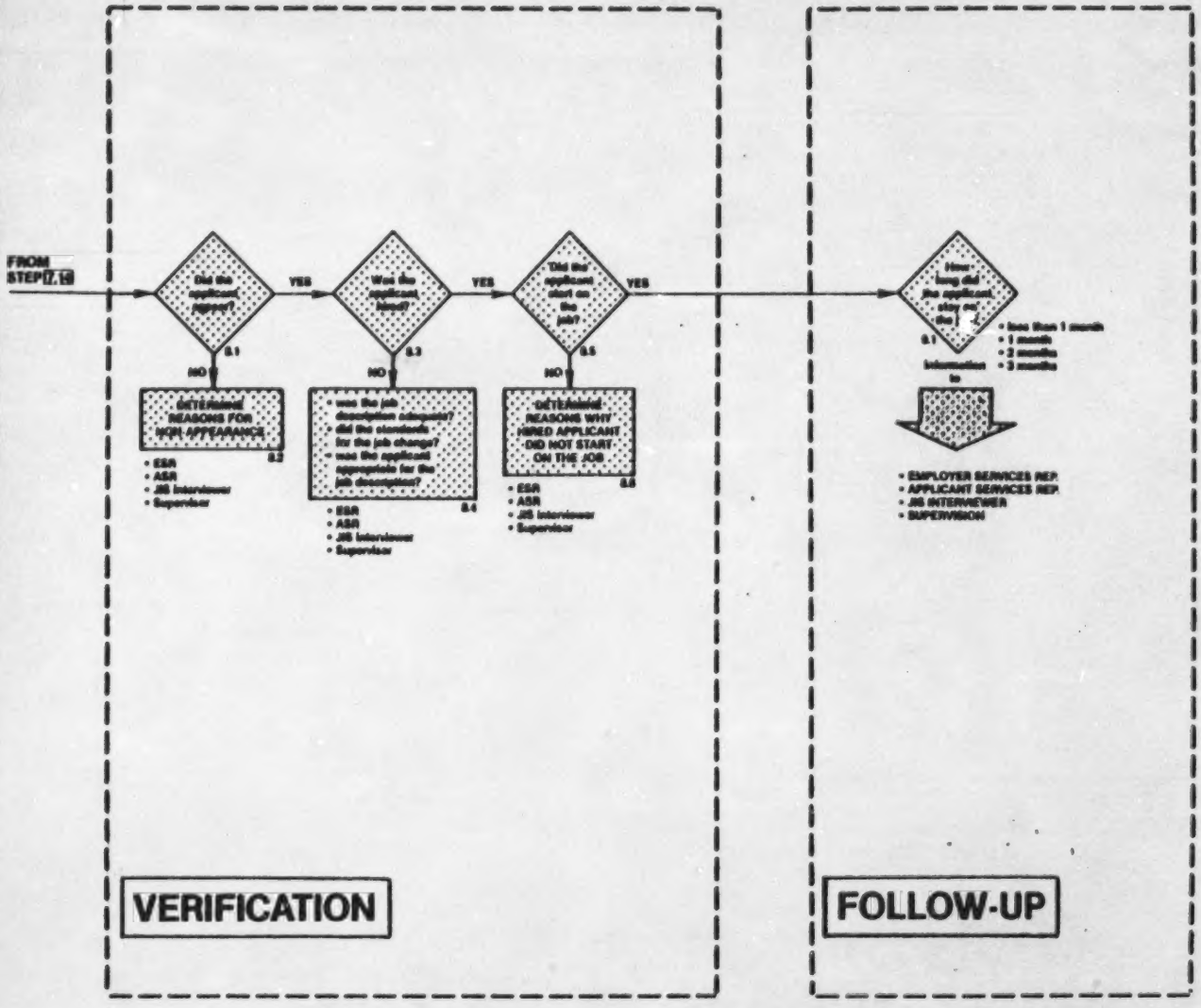
II. INDIVIDUAL DEVELOPMENT



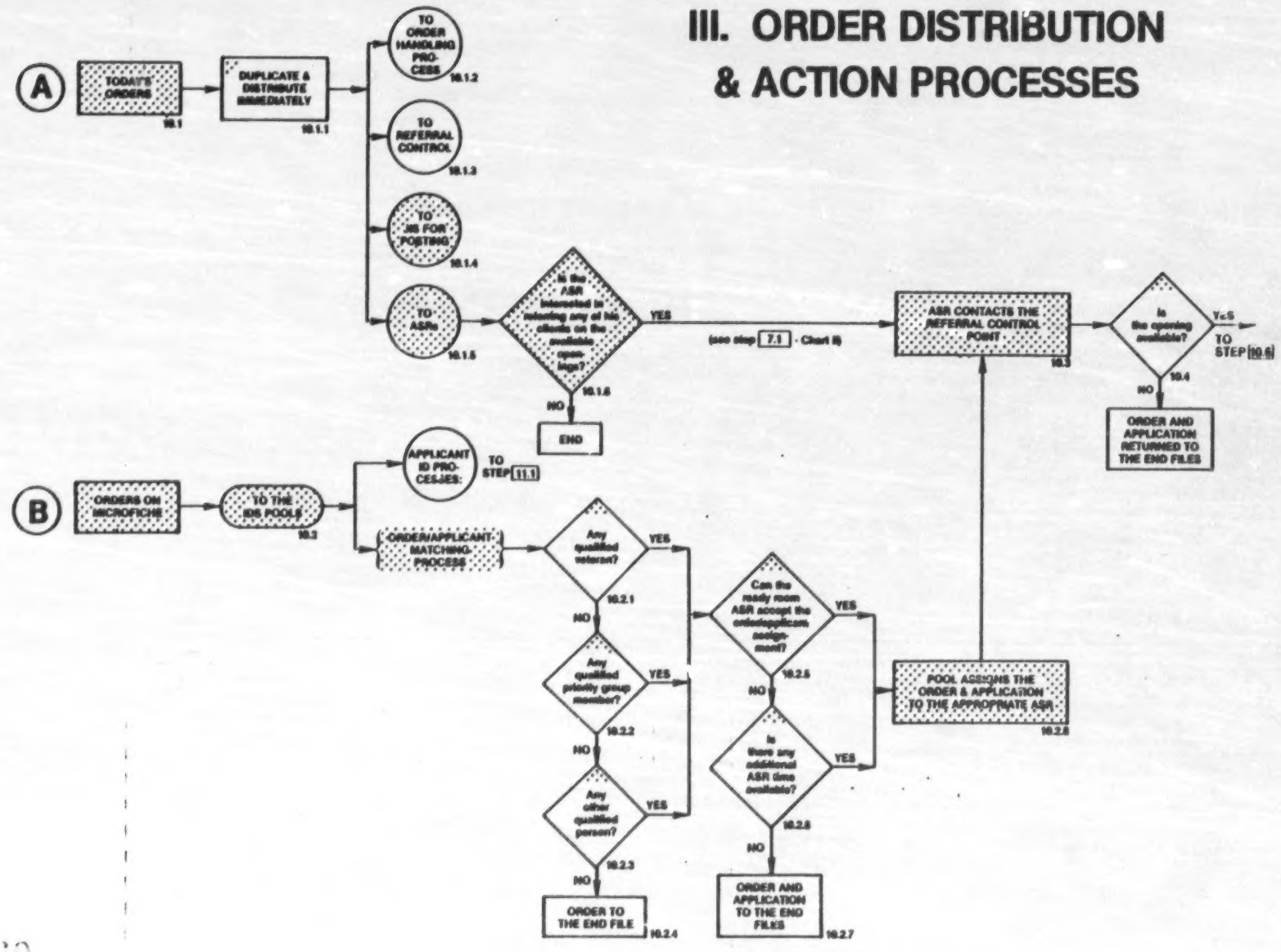


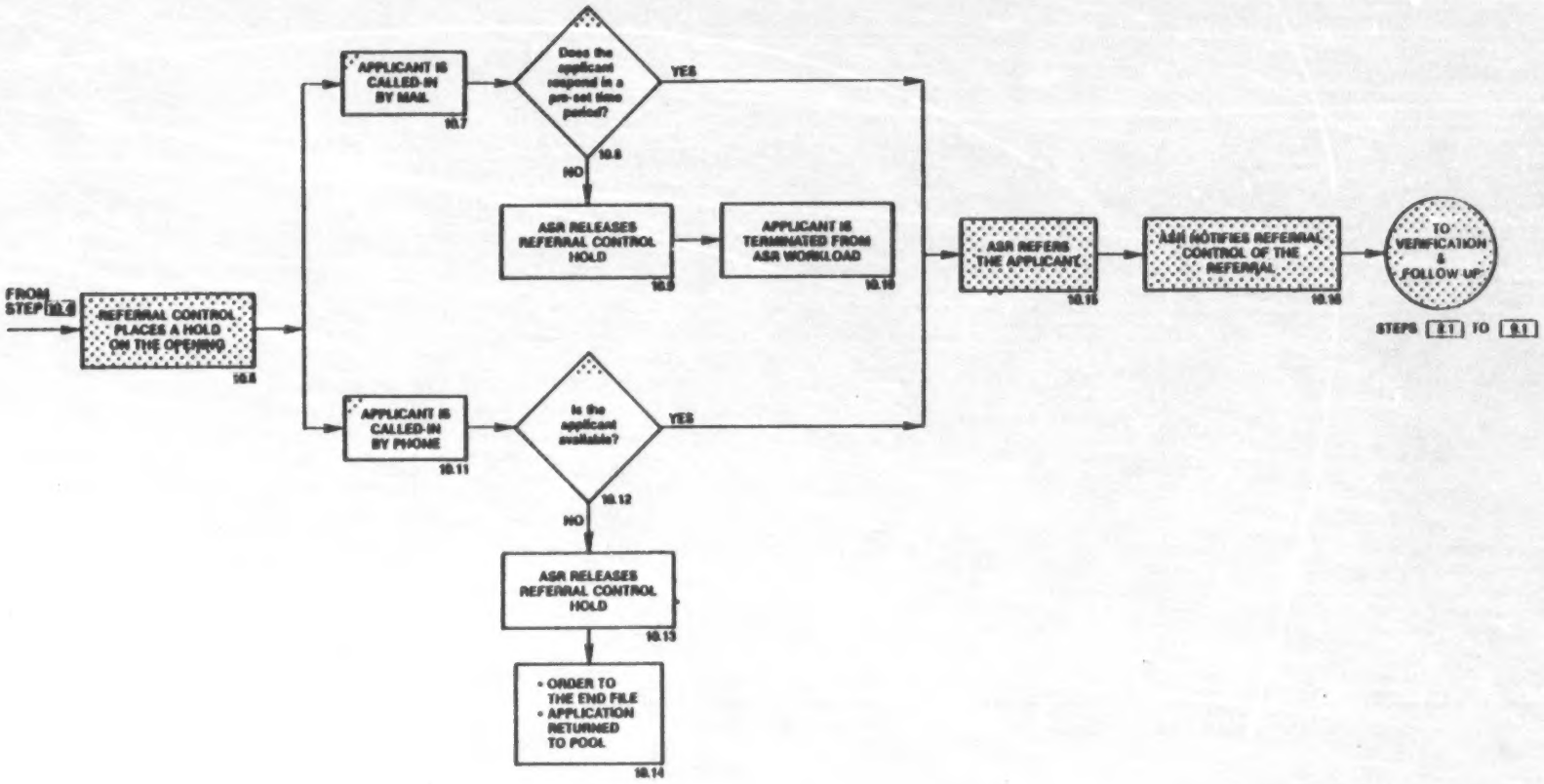
INDIVIDUAL DEVELOPMENT SERVICES


FROM STEP 6.12
TO STEP 8.1
FROM STEP 6.11 CHART III
Job openings identified by the ASR from 1st day orders
Is there a suitable job opening for the applicant?
7.1
YES
NO
ASR CONTACTS JOB BANK CENTRAL CONTROL
7.6
Should the ASR develop another suitable job?
7.2
YES
NO
ASR JOB DEVELOPMENT ACTIONS
7.3
ESR JOB DEVELOPMENT ACTIONS
7.4
Can another suitable job be developed?
7.5
YES
NO
• Order is reported to the job bank
type 3
APPLICANT POOL
6.R
Does the ASR need to call in the applicant?
7.7
NO
YES
APPLICANT IS CALLED IN BY PHONE OR MAIL
7.8
Does the applicant respond in a pre-set time period?
7.9
YES
NO
ASR RELEASES THE REFERRAL HOLD & TERMINATES THE APPLICANT
7.10
FOLLOW-UP
7.11
Are there any special referral instructions?
7.12
YES
NO
FOLLOW INSTRUCTIONS
7.13
• ESR held
• special employer requirements
APPLICANT IS REFERRED TO THE JOB
7.14
ASR JOB REFERRAL


FROM STEP 17, 18
Did the applicant report?
YES
Was the applicant hired?
YES
Did the applicant start on the job?
YES
How long did the applicant stay on the job?
8.1
NO
8.1
DETERMINE REASONS FOR NON-APPEARANCE
8.2
• ESR
• ASR
• JIS Interviewer
• Supervisor
NO
8.3
• was the job description adequate?
• did the standards for the job change?
• was the applicant appropriate for the job description?
8.4
• ESR
• ASR
• JIS Interviewer
• Supervisor
NO
8.5
DETERMINE REASONS WHY HIRED APPLICANT DID NOT START ON THE JOB
8.6
• ESR
• ASR
• JIS Interviewer
• Supervisor
• less than 1 month
• 1 month
• 2 months
• 3 months
Information to
• EMPLOYER SERVICES REP.
• APPLICANT SERVICES REP.
• JIS INTERVIEWER
• SUPERVISION
VERIFICATION
FOLLOW-UP

III. ORDER DISTRIBUTION & ACTION PROCESSES




FROM STEP 10.3
REFERRAL CONTROL PLACES A HOLD ON THE OPENING
10.6
APPLICANT IS CALLED-IN BY MAIL
10.7
Does the applicant respond in a pre-set time period?
10.8
YES
NO
ASR RELEASES REFERRAL CONTROL HOLD
10.9
APPLICANT IS TERMINATED FROM ASR WORKLOAD
10.10
APPLICANT IS CALLED-IN BY PHONE
10.11
Is the applicant available?
10.12
YES
NO
ASR RELEASES REFERRAL CONTROL HOLD
10.13
• ORDER TO THE END FILE
• APPLICATION RETURNED TO POOL
10.14
ASR REFERS THE APPLICANT
10.15
ASR NOTIFIES REFERRAL CONTROL OF THE REFERRAL
10.16
TO VERIFICATION & FOLLOW UP
STEPS 9.1 TO 9.1